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In an attempt to reveal the many external influences (e.g., economic, social, and spiritual) affecting a rural community and to bring about understanding of the evolving complex society of the rural-urban community brought about by advanced technology, the American Country Life Association's annual conference dealt with some of the parameters involved in community living in the countryside. Discussions were held on all phases of community life and relations, health, education, spiritual well-being, local government; leadership, and the world view.

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Toward EXCELLENCE in COMMUNITY LIVING in the COUNTRYSIDE

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PROCEEDINGS OF THE FORTY-FIFTH CONFERENCE

of the

AMERICAN COUNTRY LIFE ASSOCIATION, INC

CENTER OF ADULT EDUCATION
UNIVERSITY OF MARYLAND, COLLEGE PARK, MD.

JULY 12-13, 1966

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ACLA
CITATION
1966

For outstanding contribution to the improvement of rural life

HERSCHEL D. NEWSOM

Herschel D. Newsom, Master of the National Grange, comes from a family of farmers of five generations. But the times in which we live and Mr. Newsom's ability and readiness for larger service have taken him far from his native community and made his influence felt throughout the nation and the world. This was recognized by Indiana University, from which he graduated in 1926, when in 1960 he received the University's Distinguished Service Award.

Following years of Grange leadership in Indiana culminating in service as Master of the State Grange, Mr. Newsom was elected in 1950 as the sixteenth Master of the National Grange, America's oldest national farm and rural family organization, which will observe its centennial in 1967.

During Mr. Newsom's tenure as Master of the National Grange two developments are especially noteworthy. One is the Community Progress Program which, over a period of 19 years, has involved thousands of rural communities in programs of self improvement. The second development, the extension of the Grange's influence into the international scene, is reflected in Mr. Newsom's numerous activities and responsibilities. In 1963 he became the eighth president of the International Federation of Agricultural Producers, a federation of farm organizations from five continents founded in London in 1946. He retired from this position in 1966 after serving two terms.

Mr. Newsom is a member of the U. S. Food for Peace Council; chairman, World Food Crisis Committee; trustee, American Freedom from Hunger Foundation; director, Crusade for Freedom; member, Transportation Council of the Department of Commerce; trustee, Joint Economic Council on Economic Education; a charter member, Advisory Council of the International Movement for Atlantic Union, Inc.; member, Inter-American Economic Policy Committee on Canadian-American Relations; member, Advisory Committee on Latin-American Relations.

He holds Presidential appointments to the President's Advisory Committee on Trade Negotiations; the Citizens' Commission on International Cooperation; the President's Commission on the Employment of the Handicapped; the President's Rural Safety Council, and the Citizens' Committee for International Development. Mr. Newsom held similar appointments from President Truman, President Eisenhower, and President Kennedy.

He is also a member of the advisory committee on agricultural cooperatives to the Agency for International Development and some 25 other foundations, committees and boards, including the National Livestock and Meat Board, Foundation for American Agriculture, Agricultural Committee of the National Planning Association, and the Farm Film Foundation. He is a director and vice-president of the Farmers and Traders Life Insurance Company, Syracuse, N. Y., and director of the National Grange Mutual Insurance Company, Keene, N. H.

With such wide-ranging responsibilities and opportunities, Mr. and Mrs. Newsom have maintained their roots in farming and rural life tradition, continuing to maintain their farm home near Columbus, Ind., in addition to their Washington residence.

ACLA CITATION
1966

For outstanding contribution to the improvement of rural life.

ARTHUR F. WILEDEN

Arthur F. Wileden is a native of Wisconsin. In fact, he was a typical farm boy, growing up in a rural community where he learned at first hand the tugs and pulls of the countryside. He received the major portion of his formal schooling and has devoted a lifetime of service as teacher and sociologist through the institutions of that state. He has made an impact on the lives of the rural people and the small communities of Wisconsin which is immeasurable, beginning with his first job as a teacher in a one-room school and his experience as principal of a country agricultural school.

But neither his education nor his service to mankind are confined to the boundaries of his home state. Experiences beyond Wisconsin's borders which contributed to his education include service in World War I and graduate study at Cornell, Columbia and the University of Chicago. Summer teaching took him back to Cornell and to various other institutions of higher learning. Yet it was from his base at his alma mater, the University of Wisconsin, that he reached out to touch the lives of so many both at home and abroad. His service there spanned 40 years—from 1925 through 1965—and saw him progress from instructor to full professor. And, though he is now officially retired, it is doubtful that he has been able or would wish to cut his ties with the university.

As a rural sociologist concerned with the development and strengthening of communities and their institutions, Dr. Wileden has worked with many groups and served as consultant to many others. These include such varied organizations as the Rural Sociological Society to whose Committee on Extension he was elected twice; the American Association for Adult Education; the National Council and the North Central Council of the Y.M.C.A. and their Committee on Town and Country; the Advisory Board to the Rural Church Center at Green Lake; the

Advisory Hospital Council to the State Board of Health; the National Continuing Education Committee for Town and Country Pastors; the Advisory Committee to the Wisconsin Commission on the Aging; and the Department of Ministry of the National Council of Churches, as well as various groups more directly related to his work in sociology and in the Extension Service.

Professor Wileden's first contact with the American Country Life Association was in 1923 when he attended the annual conference in St. Louis, with Kenyon L. Butterfield as president. ACLA has benefitted from his membership and participation since that time. In 1930, he helped the association to host the meeting at Madison. He has served as vice-president, president (1957), and for many years as member of the board of directors. In this capacity he also gave leadership to the association's efforts to serve agricultural leaders from abroad, a cause which had special meaning to him because of his work with foreign students at the university.

It is fitting to look at Dr. Wileden's work through his own eyes. When asked to review his years of service, he summed it up in these words:

"I believe my major contribution through the years has been to broaden the perspective and scope of the Cooperative Extension Service, previously commonly known as the Agricultural Extension Service. This has included a steadily increasing working relation with rural organizations in the state, pioneer work in Wisconsin in the field of recreation and the cultural arts, and both in Wisconsin and at the national level pioneer work in the field of public affairs and public policy discussions. In more recent years, it has included expanded work with various institutions in the state (particularly schools, churches, and health agencies) and special emphasis on the community development aspects of resource development.

"Contributions from the organizations and agencies point of view have been in terms of their increased identification with the Extension Service, and their increased effectiveness as organizations and institutions in service to rural people. This has led and is leading to a recognition of the importance and place of the small community as a vital function in society."

PRESIDENTIAL ADDRESS: THE NEW ROLE OF ACLA IN BRINGING EXCELLENCE IN COMMUNITY LIVING?

By Gertrude Humphreys, State Extension Demonstration Leader (Retired), West Virginia University

Jet planes zoom across the sky faster than the speed of sound. High above them in outer space two astronauts are orbiting the earth at more than 17,000 miles an hour. Surveyor, America's first space craft to make a soft landing on the moon, sent back to earth, hour after hour, hundreds of pictures to be viewed by people in all parts of the world.

In more familiar territory, on our own terra firma, things are far from being at a standstill. On the superhighway only a few miles distant can be heard the constant roar of automobiles and buses as they speed their passengers to places of business or vacation spots far and near. Mobile homes and camper trailers occupied by families eager to reach a new place of residence or a land of scenic beauty, recreation and relaxation, move swiftly and steadily toward their desired destination.

Large refrigerated trucks rush by to deliver fresh foods—vegetables from the truck farms, fruits from the orchards or citrus groves, fish from the sea, lakes or streams—to the markets where consumers can select products of the finest quality and variety.

Soon the school bus arrives carrying youngsters of the neighborhood from the technical high school 15 miles away, from the junior high and the elementary school five miles distant. At about the same time, the wife and mother arrives home from the town where she works.

She quickly assembles from the freezer, the refrigerator and the cupboards the foods needed for the family's evening meal. Within minutes, some are ready to be popped into the automatic oven. Others are prepared for cooking on top of the electric range, or made into crisp, attractive salads. At the regular dinner hour, the family and guests sit down to enjoy a well-balanced, luscious meal.

After dinner, the father steps to the telephone and dials the home of his brother a thousand miles away. Turning the knob of the TV set brings into view soldiers in combat in Viet Nam, or a big league baseball game in a distant city, a fine symphony orchestra in one of the nation's best concert halls, or a small group of distinguished speakers discussing a topic of national or international importance.

These are a few examples of some of the many significant advances in transportation, in communications, in labor-saving equipment and in living standards for families in rural communities, small towns, and cities. The fantastic strides made by science and technology are almost beyond the comprehension even of persons who have tried to keep abreast of this great progress and its effect on community life, on people in the countryside and elsewhere.

COUNTRY LIFE COMMISSION MADE SIGNIFICANT CONTRIBUTIONS

Imagine, if you can, how the great leaders and pioneers in the country life movement of the early 1900's would react to the changes that have taken place, to the kind of world in which we live today. Men of vision of that era, such as Liberty Hyde Bailey, Kenyon L. Butterfield, Theodore Roosevelt and others, through the work of the Country Life Commission, charted a new course for rural living, in fact, for the development of the rural-urban and the urban society in which a large part of the population of America now lives. Many of the changes and developments that have taken place may have exceeded their fondest hopes and aspirations, but a question that arises in the minds of many is this, "Has progress in human resources kept pace with the scientific and technological developments?"

This commission, established by President Theodore Roosevelt in 1908 and composed of seven outstanding leaders, made a number of recommendations which led to significant congressional action in succeeding years. As an outgrowth of its work the parcel post system was established; the commission's call for extension work designed to forward not only the business of agriculture but sanitation, education, homemaking, and all interests of country life, had its influence on the passage of the Smith-Lever Act in 1914 and the Smith-Hughes Vocational Act in 1917. In fact, the commission, in most of its recommendations, placed great emphasis on education in its many forms, including rural libraries and study clubs, schools or training facilities for farm workers, and health education in the schools; it called for a new kind or a redirection of education for country people.

Also, the commission recommended action for better means of communications, including good roads as well as parcel post, better sanitation for disease prevention, more emphasis on beauty and art, on clubs for social purposes, on women's organizations, the cooperation of churches "to reach and influence every individual in the community," and the extension of the YMCA into the rural communities.

A strong call was made for leadership—a new kind of teacher, a well-educated rural clergy—in short, the kinds of leaders who could face up to the challenge of developing a new concept of country life.

BASIC PHILOSOPHY STILL VALID

The basic philosophy and the ideals set forth by the commission and by President Roosevelt provided guidelines for excellence in community living in the first third of this century. Many of them are just as applicable today. Here are examples:

> "The great rural interests are human interests, and good crops are of little value to the farmer unless they open the door to a good kind of life on the farm. . . .
>
> "The welfare of the farmer is of vital consequence to the welfare of the whole community. The strengthening of country life, therefore, is the strengthening of the whole nation. . . .
>
> "Our object should be to help develop in the country community the great ideals of country life as well as of personal

> character. One of the most improtant adjuncts to this end is the country church. . . .
>
> "Neither society nor government can do much for country life unless there is voluntary response in the personal ideals of the men and women who live in the country. . . .
>
> "In the development of character, the home should be more important than the school, or the society at large. . . .
>
> "When once the basic material needs have been met, high ideals may be quite independent of income; but they cannot be realized without sufficient income to provide adequate foundation. And where the community at large is not financially prosperous, it is impossible to develop a high average personal and community ideal."

The Country Life Commission, after a study of the deficiencies in country life, set forth this overall objective: "To develop and maintain on our farms a civilization in full harmony with the best American ideals." To do this "the business of agriculture must be made to yield a reasonable return to those who follow it intelligently, and life on the farm must be made permanently satisfying to progressive intelligent people."

The fundamental forces advocated for solving the problems of country life and reaching its objectives were:

1. *Knowledge,* or the understanding of basic facts and the use of surveys to get these facts.
2. *Education,* a new kind adapted to the real needs of the people—every person in the land to be given an opportunity for education.
3. *Organization,* a vast enlargement of voluntary organized effort among farmers—for their common interests and for the national welfare; for business and legislative purposes, and for the social and recreative life of farm families.
4. *Spiritual forces and institutions* that build morality and spiritual ideals among rural people. The church has great power of leadership. It is especially important that the country church recognize that it has a social responsibility to the entire community as well as a religious responsibility to its own group of people.

The spirit and tenor of the entire report was positive and forward-looking as indicated by this statement: ". . . the real efficiency in farm life, and in country life as a whole, is not to be measured by historical standards, but in terms of its possibilities."

COMMISSION SPURRED COUNTRY LIFE MOVEMENT

It is not surprising, therefore, that the work of this commission served as an inspiration to key leaders of that period, and as the nucleus of a nation-wide country life movement. This began to take root in November, 1917, when 17 men and women met in Washington, D. C., under the leadership of Dr. Kenyon L. Butterfield to discuss the question, "What are the chief goals in an adequate program of country life?" As an outgrowth of this meeting, the first National Country Life Conference was held in Baltimore, Md., Jan. 6-7, 1919, and the American Country Life Association was organized. Its membership grew, its annual meetings drew hundreds of people from all parts of the United States, and its influence spread.

Due to its dynamic leadership and to the vitality of its program, the association was able to maintain a headquarters office, to employ an executive secretary, and to publish its own official organ, *Rural America.* This periodical performed a valuable service in carrying ideas and current information on significant developments to interested groups, to leaders, and individuals throughout the country.

Directly or indirectly, the association motivated many communities to achieve excellence in community living—and excellence it was for that particular time. Common rural problems then were how to get a telephone line into the community, how to get electric service, farm home water systems, hard surfaced roads, better markets, improved school buildings, hot lunches for school children, or public health services. The points of excellence were not so much in the kinds of problems solved as in the methods used and in the spirit of cooperation which grew out of the people's thinking, planning, and working together to achieve the goals which they set for themselves.

A device developed by one of the founders of the American Country Life Association, Nat T. Frame, then director of the Agricultural Extension Service of West Virginia University, proved to be a valuable tool in helping communities to identify their problems, analyze them, and work together to solve them. Through the use of this "Community Score Card" the people focused attention on all aspects of community living, became more aware of their needs, their shortcomings, and the causes of their major problems. They also evaluated their strong points and the progress that had been made in relation to the potential achievement. They took pride in being self reliant and in having the initiative and creativity to solve most of their own problems. They had a desire to improve and a willingness to work for what was needed.

It must be pointed out, however, that rural communities then, in comparison with today's communities, were smaller, were less affected by outside influences, had fewer local overlapping groups, and hence found it easier to develop a feeling of unity for purposeful action.

TODAY—A DIFFERENT SITUATION

How to achieve excellence in community living in the countryside today is, to put it mildly, a most difficult undertaking. Current problems require new methods of approach, a broader knowledge of the many external influences on the economic, social, and spiritual life of the community; also a better understanding of the more complex society of the rural-urban community.

In the rural community of the first third of this century, most of the citizens were families whose living was made from the farm. Now the community is likely to include only a small number of full-time farmers, if any. Some families live in the community and may devote a small part of their time to farming, but their livelihood comes mainly from industry or some other non-farm source. A third group includes the families who have moved from a nearby city or town because they enjoy living in the country. They may be retired couples, or perhaps families whose business and social interests remain in the city from whence they moved.

In a community of this kind where the families have such diverse interests, abilities, educational and cultural backgrounds, it is no wonder that difficult problems arise, and that their solution calls for thorough study and well-planned action. A few of the problems common to many such communities are:

1. How to make a successful transition from the rural or rural non-farm community to the larger urban-industrial community.

2. How to help the people in these communities to adjust in such a way as to bring many of the advantages of urban living without the problems that have plagued cities, such as overcrowding, traffic congestion, noise, air and/or water pollution, vandalism, more serious crimes, honky-tonks, and slums.

3. How to retain the values of rural living that attract families, urban and others, into the open country—the natural beauty of the countryside, unspoiled by dumps, strip mining, ravaged forests, and other devastated natural resources.

4. How to retain and strengthen certain human values which ideally are fostered and developed in the home; how to make each family unit a first-rate training center for the responsibilities of citizenship in the community.

5. How can the country town increase its social and economic opportunities and become more modern in appearance and in its services? How can we instill in its leadership a spirit of experimentation and civic innovation?

6. How to create a public opinion favorable to the larger community concept, and to a revision of local government to meet current needs most effectively and economically.

7. How to make lifelong learning an accepted way of life, and provide for these learners the kinds of information needed regarding public issues, institutional services, state and local government, human behavior patterns, and other matters of concern to citizens.

8. How to find, inspire, and educate the kinds of leaders needed in communities aspiring toward excellence in community living.

9. How to impress the leaders and citizens with the importance of making and following long-range plans for use of the land and other resources.

HOW ARE THESE PROBLEMS TO BE SOLVED?

On and on we might go calling attention to the many kinds of problems that exist today in our ever-changing rural, small town and urban society. But listing them is only a beginning. How are these and equally complex problems to be solved What organizations, agencies or groups are best qualified to do the job? What is the role of the American Country Life Association in helping communities to solve their problems and to achieve excellence in community living?

Face to face with questions such as these, the Board of Directors of ACLA, at the annual meeting in July, 1965, voted to hold a special seminar of key leaders to consider these situations and problems in relation to the objectives and program of the ACLA; also to look objectively at the association to determine what its future role should be.

SEMINAR DRAWS NATIONAL LEADERS

A stimulating and productive seminar was held Sept. 23-24, 1965, in Chicago. Participants included outstanding national leaders knowledgeable in the areas of education, economics, business, public affairs, the church, health, urban and rural development, youth work, the country press, agribusiness, and the country town.

It was the consensus of the group that the American Country Life Association, the only voluntary national organization that brings together all kinds of organizations, agencies, and individuals interested in the countryside, has performed a significant service for almost a half century, and, from year to year, has set for itself worthy goals to help meet current needs.

It was the consensus also that the ACLA has an equally important role to play now and in the future. The problems and opportunities of the countryside are just as great today as they were in the past, though often quite different in nature and complexity. The group agreed that the task is primarily in the area of education—to help people at the community level to make the necessary adjustments and to initiate intelligent action. It needs to be concerned with adjustments in agriculture, in local institutions (schools, churches, government, etc.), expansion of the economic base, ways to make living in the countryside more desirable through improvement of the quality of community services and cultural life, as well as through strengthening the economy.

It was the feeling of the group that the time is ripe for a renewed effort by ACLA and its allied groups to focus on the problems of the countryside, including the country towns and the fringe areas of the urban centers. It was recognized, however, that the structure of ACLA is not adequate for this new role. Its work cannot be done on a voluntary basis (as it has been for the past two or more decades) by persons who have full-time responsibilities in the area of their employment. If it is to be a vital force in helping communities to achieve quality living, it must have the financial resources to maintain an office and employ the necessary personnel for carrying on its work.

A TASK FORCE AT WORK

As a follow-up of the seminar, a Task Force was appointed at the time of the meeting of the board of directors in Chicago Nov. 29, 1965.

It included E. W. Mueller, chairman; R. J. Hildreth, B. W. Kreitlow, H. J. Schweitzer, W. G. Stucky, and F. P. Zeidler.

The assignment given the Task Force was to prepare a proposal that outlines the future role of the ACLA in helping communities provide a meaningful life for their people.

This is the proposal submitted:

The Task Force recommends to the board of directors of the American Country Life Association, Inc., that the association seek to secure funds to employ a small, but full-time staff, in order that ACLA act as a catalytic agent in the establishment of a *Quality Countryside.*

A specific objective of this staff should be to improve the form and performance of local government, to provide adequate services in the rural and country areas of the nation, and to build positive relationships between local and larger political units.

Suggestions given for solving the problem of a declining countryside include:

1. Request studies to determine optimum sizes of population concentrations and the minimum population which can support adequate services. Wherever people live they must have a meaningful life and the countryside itself must be one of beauty, utility, and quality: hence the objective of a quality countryside.
2. Ascertain what deficiencies exist in rural life in various sections of the nation.
3. Seek ways to improve the functioning of local government.
4. Support creativity and new methods in arriving at the principle of bringing the countryside closer to the city. For example, study the creation of linear and/or star-shaped cities.
5. Call for studies and debates on the advisability of the development of a national policy to retard excessive metropolitan concentration. Elements of the policy to be studied might include:
   - (a) Ordinary land-use zoning under regional state, or federal auspices.
   - (b) Dispersal for defense reasons.
   - (c) Encouragement and incentive for industrial dispersal.
   - (d) Development of new communities in conjunction with regional, state, or national planned development.
6. Encourage research on community life in less favorable parts of the nation to determine how communities can be made more attractive to life through architecture, engineering design, and social improvement.
7. Study the advisability of the reestablishment of a United States Natural Resources Planning Board or some new organization to fulfill desired objectives in this area.
8. Initiate pilot projects to demonstrate how various institutions, agencies, organizations, and other groups can be brought into horizontal dialogue relative to the development of the entire area.
9. Arrange for educational programs for recognized leaders in an area for the purpose of increasing their capability of understanding their community problems, of adjusting to their social structure, and of developing new and creative programs.

Conclusions of the Task Force were:

1. There are many institutions and organizations which are dedicated to the improvement of quality life in the countryside.

2. There is a need to coordinate the efforts of all the concerned institutions and organizations at a county or multi-county level.

3. There seems to be no single institution which is able to initiate or stimulate a coordinated creative program in the development of the countryside.

4. There are many viable ideas for developing a countryside. They are latent in the ACLA, in other institutions, and among other people.

5. The ACLA, with staff, could assume the role of acting as a catalytic agent and give visibility to these latent ideas and encourage existing groups and institutions better funded than ACLA to develop individual and jointly sponsored creative programs. It could:

   (a) Convene resource persons from existing institutions to uncover latent and new ideas for developing excellency in living in the countryside.

   (b) Act as a catalyst and a stimulant for developing these ideas into creative programs while the actual innovation of new programs in country life could be left to existing and better funded agencies.

   (c) Make definite research project assignments to interested and adequately funded institutions.

   (d) Stimulate universities, foundations, public institutions, private agencies, and others to undertake some of the studies and innovations leading to the development of quality American countryside.

   (e) Encourage large organizations working in the countryside to engage in activities of their own for the improvement of the countryside.

   (f) Uncover the ideas of the others and act as a communicator of these ideas in order to achieve desired objectives.

A national office was recommended:

In order to implement these suggestions, ACLA will need to maintain a small national office with a director, an assistant director, and sufficient administrative and clerical personnel to support the program.

The source of funds had not been determined at the time the report was written. However, it was felt that there are several possible sources. Efforts will be made to inform them about the work of the ACLA and to solicit their financial support.

TIME FOR DECISION

Many thanks to this Task Force for its comprehensive and deliberative handling of the special assignment and for its practical and specific recommendations. Its work typifies the fine spirit and competence of leaders who give generously of their time for the promotion of better living in the countryside.

In recent years, the ACLA has been kept alive and working toward timely and worthy objectives by a small but dedicated group of people. Through its annual meetings, the activities of its committees and the counsel of competent key leaders who have an interest in and understanding of the various phases of rural, country town, and urban development, considerable progress has been made and service rendered. However, the time has come for a decision. Is the ACLA to continue as a group of volunteers only, or is it to have the necessary funds and personnel to be a vital force in bringing excellence in community living to the countryside?

It is hoped that the thinking and discussion today and tomorrow by this group of leaders will be constructive and forward-looking. As an important part of an increasingly interdependent society, can we revive some of the spirit and enthusiasm of the founders of the ACLA, and in combination with the wisdom and competence of today's leaders, play an even more significant role in bringing to the American people the best possible way of living? It is my belief that we can and will.

TOWARD THE LARGER COMMUNITY

By Dr. Eber Eldridge, Department of Economics,
Iowa State University

As I directed my attention to this paper I found myself needing a more precise definition of the word "community." It became immediately apparent that the community is a widely discussed and deeply analyzed entity in American life. The sociologists have devoted much time and many pages to the discussion. However, it also became immediately apparent that there is not agreement on the definition of the word community.

Perhaps the most interesting comment on the community was that of Don Martindale as quoted in "The Formation and Destruction of Communities."[1] Martindale's comment on the community is as follows: "The essence of the community has always been found in its character as a set of institutions composing a total way of life. In the past when communication and transportation facilities were primitive, such total ways of life were usually confined to relatively restricted areas. It was convenient under such circumstances to view communities as territorially based systems of common life. Systems of common life still arise, but they are relatively free most of the time of any narrow dependence on a restricted territory. Perhaps it is not asking too much to expect the theory of the community to discover the industrial revolution."

Although there might be definitional disagreement among analysts, there are also areas of general agreement. There is general agreement that the rural community is not the same community as it was 50 years ago. There is also general agreement that the rural community is still changing rapidly. Most people will also agree that the social and economic conditions in the rural community need improvement. Furthermore, most informed people will agree that our nation will be a better nation when this rural improvement has been accomplished.

In other words, I am sure we can find general agreement among the objectives relating to the rural community—the objective of improvement. I am sure that we can also find general agreement in the desire to accomplish this improvement in the rural community. However, I am also certain that here is a significant difference of opinion regarding the means, methods and techniques in accomplishing rural improvement.

This morning I would like to convince you there is an untried method that offers great potential—a great potential for improving the rural way of life. "To convince" is perhaps too ambitious, but it is with that hope that I have accepted this assignment.

I know that many of our foremost rural, political and institutional leaders have given impassioned pleas for: (1) Keeping the small farm. (2) Maintaining our farm population. (3) Keeping the rural values and attitudes and extending them to everyone.

If I interpret the statements of these rural leaders correctly, I understand them to be expressions of a sincere desire to move the clock of history back at least 50 years. Some of these rural leaders are personal friends of mine, and I believe them to be entirely sincere, but I also believe them to be wrong. They are pleading for an alternative that does not exist, and they have permitted fantasy to gain over realism.

The butterfly must emerge from its chrysalis or it will not survive. Rural America is also undergoing a metamorphosis. Standing still or turning back is not a viable alternative. First, it simply cannot be done. Second, should it be possible, rural America, like the butterfly, would experience an undesirable condition unanticipated by those who prescribe this course.

There are two alternatives rural America must recognize and face. One is to adjust to the changing social and economic environment, the other to condemn itself to poverty, ill health, illiteracy, low levels of income such as we have never known before. We must recognize that these are the only two alternatives facing us and the choice between them should not be difficult to make.

Let us undertake an aggressive program to improve rural America. This program should include improvement in economic levels, educational levels, and cultural levels. Let us maintain the best of the rural American democratic ideals, the moral values, the idea of an honest day's work for an honest day's pay. In brief, let us devise a program to develop rural America, both economically, socially and "realistically." Let us do it by looking forward, not backward. Let us do it by aggressively planning ahead and not by wistfully wishing for the return of the good old days.

Before we can plan a realistic program, we must be fully cognizant of some of the hard, cold facts with which we are dealing. Some of us might wish these facts would go away, but they have always been with us and will be for some time to come. One of these facts is as follows. *Every community must have an economic reason for existence.* In some communities the economic reason is commercial recreation; in others, manufacturing; in others, space exploration. But in most of rural America the economic reason for existence of a community is to serve the farming industry.

Should the economic reason for a community's existence disappear, then the community will also disappear. Reflect for a moment on the ghost towns in the west, the most dramatic example. When gold was discovered, mining became the economic reason for a community's existence. Boom towns blossomed in the gold mining areas. But as soon as the vein of gold became depleted, the community made a dramatic metamorphosis from a boom town to a ghost town. The economic reason for existence had disappeared.

What is happening to the economic reason for communities in rural America? Technological developments, particularly mechanization, have made it possible for fewer farmers to farm the land better than ever before. Transportation and communication technology have made it possible for rural people to travel farther more conveniently than ever before. The economic reason for the existence of rural communities has not disappeared, but the economic reason supporting some of our rural communities has changed significantly in the last 50 years. And it is because of this change that we are expressing our concern for the rural communities.

But I am sure that most of us are familiar with that story so I will not spend much time looking back. Let us look ahead! What kind of rural America would we like to see? And again, among informed people, I find very little disagreement.

1. Agriculture is the economic base of rural America. Serving the farming industry is the economic reason for a rural community's existence. Therefore, it logically follows that if we are to have strong viable rural communities, we must have a structurally strong farming industry. A structurally strong farming industry is a family farm industry with each farm large enough to employ fully a farm family and to provide an income comparable to that of the rest of society. If we are to achieve a structurally strong farming industry, somehow the vast amount of underemployment on small farms must be corrected.

The present truth is that half of our farms are now too small to provide a farm family with a fully employed job. Let me emphasize that I am not saying that we should move farmers off the farm. If the farm industry can minimize "entry mistakes" in the next 20 years, the natural rate of retirement of farmers can move farming rapidly toward structural strength.

2. We must have structurally strong rural institutions. (a) Schools, vocational training, community colleges must have an economic base large enough to provide the highest possible quality at the lowest possible cost. (b) Churches must be in the appropriate number and location to provide a quality and character of service and witness which is not severely curtailed by economic considerations. (c) Local government functions must be designed to serve present and future needs, but designed to serve an adequate tax base.

3. We must have structurally strong service sectors. (a) Retail establishment must be of the kind, number and size to balance with the economic base in order to insure quality service to the customer and reasonable income to the retailer. (b) Professional services, doctors, lawyers, etc., must be balanced in kind, number and quality with the economic base. If this were true, no rural community would have difficulty securing the qualified medical services within reasonable time-distance.

4. Community environmental facilities must be modernized. The transportation, communication, water, power, recreation, and other community facilities should be available to every rural resident.

Most people would agree that this is the kind of rural America they would like to see. Therefore, it is the kind of rural America we should plan toward.

As we reflect on a rural America possessing these characteristics, one inescapable conclusion emerges. Not even the most devout fundamentalist would admit that it is possible to achieve these characteristics in every presently existing rural community. Such a possibility is outside the bounds of economic reality.

What then? Is it impossible to have the kind of rural America I have described, the kind that offers rural people equal income, equal facilities, equal service, equal amenities with other people? I think it is entirely possible, but it will take the kind of future planning by informed, aggressive leadership that is not making itself apparent in rural America today. The leadership must fully recognize that the small town, in Martindale's words, no longer contains a set of "institutions composing a total way of life." The small town does not have an economic base large enough to support the set of institutions to achieve the characteristics previously described.

However, the functional economic area embraces an economic base that can permit the development of higher quality institutions than rural America has ever enjoyed. And modern transportation insures that these institutions can be within the reasonable time-distance of every rural family. A short precise definition of a functional economic area does not exist because it appears on no maps. It corresponds to no survey lines and its geographical dimensions can vary from one region to another. Furthermore, it is not always called a "'functional economic area." The same area could be called a "labor market area," "an expanded rural city," a "functional sociological area," area or a "multi-county community." In any case it is not only a recognition that the rural communities of the past are no longer adequate. But it is also an attempt to identify the relevant rural community to synthesize today's advanced technological accomplishments with today's rural living.

The significance of a functional economic area becomes apparent if we visualize a large city with more than 100,000 population spread over an extensive land area of several rural counties. The functional economic area has a sufficient economic base to provide commercial and institutional services at high quality and lowest cost. The residents at the perimeter of the FEA have access to any or all of the commercial or institutional services within an hour's driving time.

It is also necessary that residents of the area feel they are an integral part of the "larger community." This interaction is due to the availability of social and economic activities within the area as well as transportation and communication patterns which have developed over time.

In geographical terms the FEA of rural America consists of a central city (wholesale center) of 25,000 or more population. It also includes several retail centers (county seat towns) and numerous villages and farms of approximately 10 counties. The exact geographical area will be determined by population density and transportation conditions. In general terms one hour of driving time from the central city approaches the boundaries of a FEA.

The area is so constituted that social and economic gains at any point within the area will have beneficial effects upon the area as a unit. The different functional areas in a given state have many similarities such as total population, economic resources, college graduates, labor commuting patterns and available services. Given all the similarities, it is definitely possible to consider programs of one area within the capacity of other areas. The functional economic area can serve more adequately as a basic unit for social and economic planning than the presently existing rural geographical units. Therefore, I am suggesting that we must look forward and plan the future development of rural America on the basis of the "larger community"—the functional economic area. Rural development will include future planning in all aspects of rural living on a multi-county base. Aspects of this planning will include:

(1) Planning for area transportation and communication.

(2) Planning for recreation, parks and tourist development.

(3) Planning for industrial parks, zoning, water, power, etc.

(4) Planning for schools, colleges, vocational training with units in number and size and location to fit the tax base.

(5) Planning for churches and other institutions with units in number and location to fit the population base.

These are the more obvious aspects of planning, but aggressive, imaginative planning for rural America's future will also include the more difficult but necessary considerations such as the following:

(1) It will include planning for consolidation and location of local government units and functions in accordance with the population and the tax base.

(2) It will include planning for graceful retirement of many of our small town "convenience center" communities which have served us well in the past but are no longer needed.

(3) It will include planning for the removal of abandoned farmsteads, abandoned main street buildings, and perhaps eventually the removal of entire small towns that no longer have an economic reason for existence.

(4) It will include planning to abandon the maintenance on roads that are no longer needed and could even include the planning for relocation of farmsteads along maintained all-weather roads.

Emerging from this long-run plan would be efficient production of goods and services, high-quality retail, governmental and institutional services available to all the area residents at the lowest possible cost. Emerging from this plan would be the larger community with a central city containing airline services, radio-TV stations, community college, vocational training and other services which require a large economic base. Also emerging from this long-run plan would be several retail centers with modern and well-equipped retail and service facilities comparable in size to the existing county seat towns today.

In addition, there would be several "convenience centers" specializing in providing inputs in the farming industry. *These convenience centers would be the strong, viable small town of the future.* I have not said the small town will disappear! I do not believe it will. I think the convenience center in rural America still serves an economic purpose, but rural America has far more of them today than it can possibly support.

With courage and aggressive planning rural America can develop and enjoy living satisfactions exceeding any previously demonstrated.

But there are those who say that this type of planning is unnecessary. They say that the expanding and exploding metropolitan centers will of necessity have to use the more dispersed population areas eventually. Perhaps this is true. We can speculate that future policies will subsidize industry to locate in the more sparsely populated areas. We might see deliberate government investment or deliberate government policy to locate governmental activities such as space exploration in the sparsely populated areas. Should this be true, and it is indeed possible, it will only increase the importance of the kind of planning on the larger community basis that I have suggested. Should the complications of a rapidly expanding industrial base be thrust upon the problems of the adjusting rural community, long-range, multi-county planning will become even more necessary.

There are those who say that this type of planning is totally unacceptable to rural people. As of now, 1966, perhaps this also is true. But it has been my experience in working with community leaders that if they have the information at their disposal and are fully aware of the alternatives before them, they are fully capable of making the right decision.

The larger rural community cannot be thrust upon rural America. Planning without implementation is sterile. The only alternative is an informational educational program for both rural and urban America which will present the alternative courses to pursue. If and when this is done, I have great confidence that rural America will choose aggressive planning on a larger community basis, but this will not happen automatically. It will not happen unless rural American leadership emerges to lead the way. Perhaps this leadership is in the American Country Life Association, or the Farm Foundation, or the Center for Agricultural and Economic Adjustment. It is certainly necessary that aggressive, imaginative rural leadership lead the way—and wherever that leadership exists I hope it has the courage to step forward.

FOOTNOTES

[1] As quoted in paper by Dr. Ronald Powers presented at the Rural Sociological Society Meeting, August, 1965, "The Utility of the Social System Concept in Area Development."

SYMPOSIUM—ADAPTATIONS NEEDED IN FORM AND FUNCTION

RURAL HEALTH—By Bond Bible, Secretary Council on Rural Health, American Medical Association

A few decades ago, American society seemed to be divided into two clear-cut segments: rural and urban. Today increased mobility of our people and advances in communication media have lessened the contrasts between rural and urban population. Nevertheless, differences still exist in availability of resources and facilities for human services in rural communities of America as compared with large metropolitan centers. This is particularly true in health services and facilities.

Health, as all of except the very young have had occasion to know, has a great deal to do with the quality of our lives. It is both an end and a means in the quest for quality. It is desirable for its own sake, of course, but it is also fundamental if people are to live creatively and constructively.

SOME RURAL HEALTH CONCERNS

An increasing number of rural health problems arise from our changing environment. No picture of the changing scene in rural health would be complete without mention of the suburbs that extend out into the country. Mushrooming suburban developments extending into rural areas have already posed some serious menaces to public health.

Other areas of concern include:

1. *Inadequate sewerage disposal* facilities will almost inevitably lead to outbreaks of communicable disease unless proper provisions are made.
2. *Assurance of an ample supply of uncontaminated water* for family and farm use is an increasing problem.
3. *Problems arise in land use,* as well as in planning and zoning decisions.
4. *Farming requires an increasing use of chemicals* in insecticides and other pesticides and fertilizers.
5. *Rural safety* is a problem of national concern, since farming is the third most dangerous occupation. Farmers suffer an abnormally high rate of work-connected disabling and fatal accidents.
6. *Access to hospital facilities* and distribution of health manpower continue to be problems in the more sparsely populated sections of our country.
7. *Mental health problems* are of particular concern today. We see it in the fact that at least half of the patients who seek medical care have an emotional component connected with their illness.
8. *More than 100 different animal diseases* are transmissable to man.
9. *Health care for migrant farm workers* poses certain difficulties.
10. Expansion of outdoor recreation facilities and recreation enterprises in rural areas and on farms has many health implications.

11. The enrollment of rural people in voluntary prepayment sickness and hospital insurance plans presents special problems. Many people, unfortunately, insure against minor expenses that they could pay themselves while failing to secure coverage for major surgery and hospital bills.

POPULATION AND THE HEALTH INDUSTRY

One factor which is basic in considering the rural health picture is the population. By definition the rural population is a residual category which remains after the urban population has been counted.

The size of the rural population has not changed greatly in recent years. In 1960, there were slightly over 54 million residents, essentially the same as in 1950. Projections call for an estimated rural population of 60 million persons in 1980, of which approximately nine million will be farm residents. By 1980, the rural population is expected to include 25 percent of the national total, compared with almost 30 percent as of 1960.

The health services industry employed about one million people in 1940. Today its ranks are approaching three million. It is the nation's fastest-growing employment field, ranking third in employment behind agriculture and construction. If present trends continue, it may be No. 1 by the early 1970's. However, the health services industry is generally concentrated in the larger metropolitan complexes where the large centers of population are. It is the distribution of health manpower and facilities which poses problems for people living in rural areas of our nation. For example, the physician-population ratio in 1960 for the nation was one physician for every 737 people and in 1965 one physician for every 681 people. In general, this ratio is higher in rural areas, that is, there are more people per doctor. The trend is for even greater concentration of physicians in urban centers.

HEALTH EDUCATION HELPS MEET THE CHANGE

One of the effects of rapid technological and social change is the increasing need for more education and, in particular, more health education. The need for health education related to the patterns of living never has been greater. The results of the CBS-TV National Health Tests certainly attest to the need for improved health education efforts among all our population. Lack of health education in certain sections of our nation can mean perpetuation of an outlook on life that leads to the rejection of modern methods of disease prevention, sanitation, and medical care.

The attitude a person takes toward health practices is closely related to his health behavior. Education leads to modern methods of disease prevention, sanitation and health care, including the discriminating utilization of medical services and products. The relationship between health and education is such that one needs to be educated to fully develop and protect one's health, and one needs good health to make full use of one's education.

Other effects of today's changes include the need for development of new attitudes; the breakdown of rural-urban differences; a wider geographic basis of communication; the need for more cooperative action between organizations and in rural suburban-urban jurisdiction; the rise of new public health hazards with new population settlements, new industries, new technology, more automobiles, and changes in living patterns. Also involved are adjustments in facilities and services; rising standards and levels of living; concern about finding employment, and problems of adjustment to new work situations away from the rural home.

Through effective health education programs, a number of rural health concerns can be alleviated. Increased efforts are needed to disseminate information on chronic and communicable diseases, control of environment, preventive measures such as immunization and proper diet, school health, dental health, health careers, and advances in research. Health education can keep the people alert to medical developments and encourage the wisest use of these advances. Health education can develop the willingness to accept personal responsibility for one's own health and to share in promoting community health.

COMMUNITY HEALTH PLANNING

Physicians and health workers have long recognized the need for community health planning to prevent fragmentation of services, needless duplication of services, and waste of money, not to mention the need for efficient utilization of the services of health manpower and facilities.

Planning is essential for developing comprehensive personal health services in a community. The word community is used to describe a geographic area within which a health problem can be defined and dealt with, and within which the community or communities can draw every service needed.

By combining resources and efforts in larger and more functioning groupings, rural and small urban communities—comprising a population base large enough to support a full range of efficient and high-quality health services and facilities—can achieve the conditions necessary for effective community health planning.

The dimensions of an area within which residents should join to carry out integrated planning are likely to be already marked by the trading or community patterns that have been drawn by rural and city residents together as they drive to work, to shop, to college, to visit, to recreation and cultural facilities.

In most such communities, the total population will be large enough, with enough potential users of each essential service, to justify employing competent full-time resident specialists in medical services. In some communities, where towns of 10,000 are scarce, it may be more practical to provide major services to people at the outer limits through mobile facilities.

Let us look at a number of specific factors which tend to make community health programs successful:

1. Although readiness of a community to plan and act is dependent on many factors, a seemingly important factor is presence of a planning structure.

2. Effectiveness of planning is dependent on aggressive, skillful leadership which succeeds in involving and influencing economic, political, and professional sectors of community life.

3. Health is not isolated unto itself, but is intertwined with numerous other community factors.

4. Awareness of health as an urgent community problem is usually held in lower priorty than many other community concerns and may be relatively low on the overall value scale.

5. Health action is dependent not on professional health workers alone but on effective involvement of the sectors which make up the community.

6. Regional planning across political boundaries is not easy. It requires realistic, skillful facing up to traditional vested interests—professional, economic, and political—resolving the conflicts and controversies that are bound to emerge, and developing the kind of collaborative relationships which allow decision-making and action programs to evolve.

7. Self-study is one technique which can be used effectively to bring together disparate community groups for the educational, political processes of action-planning for health. It can form the setting for community health action in widely differing kinds of communities from the sparsely populated rural area to large multi-jurisdictional metropolitan region.

There is need for:

1) Planning to provide continuity of care and free flow of patients into the appropriate facility at the right time, the hospital, nursing home, rehabilitation center, and others;

2) Programs of home care—food service, homemaker services, and nursing care;

3) Day care centers for the care of children of working mothers;

4) Greater utilization of inactive professional and subprofessional health workers to work on a part-time basis—registered nurses, practical nurses, laboratory technicians, and others;

5) Hospital-based rehabilitation services for outpatient clinics for ambulatory and home bound patients;

6) Improvement of ambulance service;

7) More adequate space in school health service areas in schools; and

8) More health education at the time when people are most ready for it, in the hospital, the physician's office, the home, at school, and at work.

There is a trend toward:

1) Concentration of community medical resources in and around hospitals;

2) More team organization of health personnel in all health service facilities;

3) Group medical practice;

4) The development of comprehensive health care centers where health services may be more readily available to the people;

5) Health profile screening centers for early detection of chronic conditions; and

6) Development of community mental health centers.

There is urgent need for reorganizing, expanding, or providing new health services in most communities today.

The question is: Can we make these adjustments fast enough?

EMERGENCY MEDICAL CARE

A recent study of rural and urban traffic fatalities in California showed that one and one-half times as many people were injured per 1,000 population in traffic accidents in rural counties (under 50,000 population) as contrasted with urban counties (over 500,000 population) and that people injured in rural counties were almost four times as likely to die of their injuries as those injured in urban counties, despite the occurrence of less severe accidents and more survivable injuries.

The higher case fatality ratio in rural areas seemed to be related to the inability to provide adequate first aid procedures and to get the person to a hospital within a reasonable period of time.

An adequate program of emergency medical care can be realized by almost every community. The following steps are suggested:

1) Rural communities should coordinate their efforts with adjacent towns or urban centers to make a joint analysis of police, fire, ambulance, medical safety, and other groups to determine existing patterns of response to medical emergencies;

2) Adjacent rural and urban communities, where feasible, institute a medical service area program for emergency medical transportation facilities and health personnel;

3) Rural communities in cooperation with town or urban centers of population, where possible, adopt the model ambulance ordinance to give the public a greater voice in the quality of ambulance care. This ordinance proposes standards for ambulance equipment, personnel and operation, liability insurance requirements, maintenance of records, duties of regulatory agencies, and penalties to be imposed if the ordinance is disobeyed.

4) All of the people concerned with emergencies—especially police, sheriffs, and ambulance crews—should have advanced Red Cross first-aid training plus additional training in the use of resuscitation and communication equipment, extrication of people from damaged vehicles, and in handling obstetrical and psychiatric problems.

5) All ambulances should be operated on the basis of sound financing. In many communities—particularly the more rural ones—this may mean a subsidy by the county or city to underwrite unpaid bills or in the form of a fixed monthly sum.

One of the most shocking findings of recent studies of emergency care has been the number of hospitals and communities that have not made even the most simple preparations for emergencies. In many areas there are no road signs to indicate where the hospital is located. Once having found the hospital there are no signs to direct one to the emergency room. Emergency planning must include questions about communications, care at the scene, transfer to the hospital, and treatment after arrival. Lives can be lost by neglecting any of these.

LOOKING AHEAD

As we looked into the future in the changing rural community, we can visualize the team approach for providing health services and facilities. In order to utilize the services of the physician most efficiently, a nucleus of professional people in the community can provide valuable assistance. The dentist, pharmacist, public health personnel, nutritionist, nurse, health educator, staff of voluntary health agencies, clergy, sanitarian, physical therapist, safety engineer, veterinarian, and school health personnel—all allies of the family physician—would certainly be included on the health team.

Medical practice will change. There will be greater emphasis on keeping people healthy. In the years to come, health education and disease prevention will be of paramount importance. Early recognition of disease will be stressed. The prevention of disease—through development of a more healthful environment, through immunization, through better understanding of food and nutrition, through fitness programs for youth and adults—will increase in importance.

A possible approach to maintain the quality and improve the accessibility of rural health care is to establish functional relationships between health personnel and facilities in small communities and those in urban centers.

Some advantages of such relationships include the opportunity for physicians to maintain the contacts that contribute to professional growth; easier referrals of patients; and provision of a wide range of diagnostic and treatment services for rural residents without costly duplication of facilities.

Although the number of formalized relationships between health facilities in rural and urban centers have been limited, both the formal and less formal relationships are increasing. These involve such relationships as referral arrangements, the establishment of preceptorships by medical schools which assign medical students to physicians in smaller centers, medical scholarships for rural students to study medicine and then practice in rural areas, and periodic institutes given by teaching hospitals or other institutions for practioners from rural areas.

Progress has been made in rural health, but much remains to be done. Future plans call for greater emphasis on community planning and coordination of community health services as well as increased utilization of these services by the people. Also more intensive health education programs are needed. Better distribution of health manpower resources is important and a more efficient use of these resources will do much to provide health care for all people.

EDUCATION—Bruce M. John, Rural Sociology Specialist, West Virginia University

I have some apprehensions about this subject in that the picture of education in rural areas is both gloomy and bright. If I paint the gloomy picture, you may say that I am a pessimist and that the educational situation in rural areas is so hopeless that you will do nothing. On the other hand, if I describe the bright side of the picture, you may label me as naive. What I propose to do is something in between, pointing out problems but also hoping to point out some of the solutions which are known. Thereby I hope to stimulate you to do something.

Most of you are aware that in the beginning the main purpose of the schools seemed to be focused on citizenship and perpetuating the cultural values of our society. In the main training for occupations occurred on the job. The farm boy learned about farming by helping his father. And they both made sure that the school didn't interfere too much with farming.

The school year, even today, is oriented around the seasonal aspect of agriculture. School was provided during the fall and winter months, and the summer months were kept free so children could help on the farm. We still cling to this orientation. Farming was a way of life and the school held a minor role. But farming today is no longer a way of life for most rural people. It is a business or even an industry. Schools not only train youths for citizenship but also for occupations. In fact some have registered concern that citizenship is being forced out of the school curriculum by pressures of occupational oriented forces.

Today no single other factor is as important as education for occupational success and its related income. No doubt some of you have seen the census material relating to this. Many other studies have pointed this out, and I think it is rather obvious that education and income are strongly related. We have to recognize the main factor that determines the kind of education a youth receives is where he lives.

I would like to quote from a presentation by Dr. Paul Miller entitled, "The Rural Lag," in which he says this about education in rural areas: "Rural youth not only complete fewer years of school but they also receive what may be considered inferior schooling. According to the 1960 census urban people have completed on the average four more years of schooling than rural people. In the same year 48 percent of urban high school graduates had enrolled in college, while only 32 percent of rural farm graduates had done so. . . . . Measuring by expenditure per pupil, most rural states and most rural counties were less willing to spend tax revenues for education than were the urban counterparts. Teachers' salaries in rural areas are notoriously low the nation over. The 100 most rural counties in the U. S. pay their teachers an average of about $3,000, while the three highest states pay an average of $5,000. In terms of recent expenditures per pupil the three highest states spend an average of $576 per student, compared to $241 for the three lowest states. Quantitative data may not prove quality but the implications are clear."

In the recent concern about the disadvantaged in the war on poverty, it was pointed out that over half of those in the poverty category have some sort of deficiency in education. And I think by deficiency they were saying anything less than eighth grade education.

In a USDA publication it is pointed out that among the major resident groups, urban people are the best educated. This is a traditional and widely observed fact. But less widely appreciated is the fact that the lead of the urban people over rural people in average educational attainment has widened rather than narrowed. In other words, rural areas are falling farther behind. I think we can characterize rural schools in a number of ways in comparison: (1) Dropouts are the highest in the rural areas. (2) There is lower enrollment in rural schools with respect to number of school age. (3) There is smaller enrollment in college of rural youngsters.

All these things I am mentioning have been documented by many studies.

Another problem is that farm youth work more and study less. About one-third of the farm youth work 35 hours or more per week, and in our modern school system where much emphasis is put on out-of-school study, the 35 hours a week may be considered practically full-time work. How then can they keep up with their urban counterparts?

One study showed that rural youngsters had twice as many deficiencies in academic areas. I would also like to point out that fewer national merit scholarships go to rural youth.

Rural people have always been aware of certain handicaps in moving from rural to urban areas. But in the past these handicaps have been more in social than in educational skills. Social skills are usually quickly learned when a person is exposed to them. I suspect many of us here have come from rural areas, and we seem to have made it all right. But we are in a little different situation now.

Turning to the brighter side for a moment, we look at the concern that is beginning to be generated for the rural situation, and particularly for rural education. The National Conference on Rural Youth in a Changing Environment had 19 workshops, each in a different problem area of youth. Each workshop identified certain problems and made recommendations. It was amazing that nearly every recommendation was in some way geared to education.

A part of the brighter picture is not only the concern people are registering but also some of the techniques that they are developing to show that the handicap is not necessarily a permanent one. For instance, the work that has been done in exposure of preschool children to educational experiences has shown that though children may have lacked training in the home these things are quickly made up. Rural people are not "dumb." They respond very quickly to educational stimuli.

The question must be raised, Why are our schools so poor in rural areas? Theodore Schultz attempted to analyze why rural areas underinvest in schools. He developed a number of possible reasons and examined each one. They were all rejected except one. The one that he said must be valid is that people in rural areas are simply not informed in regard to their school situation. And I think he may be right. And I think this is where our main challenge may lie.

Many rural people are lacking in education themselves, and they have few criteria on which to judge such things as, What is a good curriculum? What is a good school program? How do you get good teachers? What is the proper salary for teachers?

As I have worked with rural schools I am amazed by the fact that school officials, while highly trained on educating students in the classroom, seem to be inadequate when it comes to educating the public about their school system. Perhaps this may be the role for us.

I feel we must develop a high level school in rural areas that can compete with its urban counterpart. This may mean additional consolidation. In literature and poetry we are impressed with the little red schoolhouse in the country. This is where the little red schoolhouse ought to be, in poetry.

We need to experiment with new types of school systems. Consolidation must be supplemented with improvement in curriculum, teachers, and obviously public support. We have to take into account some of the problems of rural areas such as the scattering of the population which is such a handicap when we try to educate our children. Educational TV must surely have some place in the answer to this dilemma.

I think we need to develop a whole new set of techniques for training rural youngsters. City schools are taking urban youngsters into a camping situation to provide educational experience. Should there be opportunities for rural youth to spend, not just one day touring museums, but a period of time in an urban situation? I think we need to think of a greater exchange of pupils, teachers, and techniques between rural and urban areas.

My talk here today has been geared mainly towards the youth. But this is only one part of our problem. I won't say a small part. I would say it is a major part. But another is continuing education for adults. Because of the rapid change in technology, the need for adult education is becoming as critical as the need for the education of youth.

Occupational change in rural areas, as well as in urban areas, is requiring occupational adjustment, training, and retraining. I suspect in the past rural people have had more than their share of training through the Extension Service programs, but now they are lagging behind because these programs must be updated.

We keep talking about the rural area as the best place to raise children. It may be true for certain things. I was going to say health was one of them, but after following Bond Bible I may eliminate that one. I wonder if this isn't one of the great American myths, along with the one that two newlyweds can live as cheaply as one. Country living may provide a more emotionally stable environment, isolation from city crime, and freedom from health hazards such as air pollution. But when you examine some of these things you may find they do not compensate for the poverty of the lack of an adequate education.

SPIRITUAL WELL-BEING—By E. W. Mueller, Secretary, Church in Town and Country, National Lutheran Council

In meetings of this type it is repeatedly emphasized that people need to adjust to new situations. They are urged to be influential in the development of new social structures. The goal is to improve the performance of the respective community institutions.

In this social climate of change the church must also make adaptations in its structure and form to improve its performance. However, its basic function of being the proclaimer of the truths that it has received from God does not change. In fact, it is a part of the church's ministry to assure people who feel the effects of far-reaching changes in their individual lives and who have the responsibility to help bring about necessary institutional changes that there are certain things that do not change. Such as:

1) The relationship of God to man.
2) Man's creaturely relationship to God.
3) The qualitative requirement of man's relationship to man; namely, love thy neighbor as thy self.
4) Man's mission to develop and care for the earth.

STRATEGY OF ADJUSTMENT

However, the churches must make the desired adjustments in their parishes and administrative structures if they are to fulfill all the phases of their ministry. They must keep their structures flexible.

In many nonmetropolitan counties we have more congregations than the denominations can adequately staff and the communities can adequately support. Congregations with limited membership lack sufficient funds to carry out accepted functions and to provide adequate facilities. They have difficulty in attracting good leadership and in holding youth; and they have no effective way of reaching the unchurched, even though many of the unchurched hold religious beliefs and Christian values.

In the counties with a declining or stable population, the situation calls for a strategy of parish adjustment to strengthen the church's ministry to the people in these areas. A strategy of parish adjustment, if wisely applied, most likely will result in fewer congregations but in a more adequate ministry to communities in the nonmetropolitan counties where overchurching exists. A strategy of parish adjustment will:

1) *Establish a desired goal.* Since an organized congregation belonging to a church body is the accepted structure through which the Christian ministry is made available to the community, an adequate-sized single church parish belonging to one denomination is the desired goal. In the process of achieving this goal different types of parish organizations may be used, such as multiple church parish, larger parish, group ministry, area ministry.

2) *Create a positive attitude toward parish adjustment.* The consolidation of members into fewer congregations is not

a symptom of failure but a natural social adjustment to a current situation.

3) *Involve congregations that are affected.* It will give the congregation in an area (county or multi-county) an opportunity to be involved in an objective appraisal of the current socio-economic situation, the church resources, and the church needs.

4) *Identify viable planning units.* It will involve in informal study meetings congregations in a viable planning unit. In these study meetings people will seek to define the mission and the nature of the church. They will also seek to reach consensus as to the necessary adjustment in parish patterns for achieving the church's mission. Having reached consensus they will make definite recommendations to the respective congregations.

5) *Provide opportunity for sharing plans.* Church administrators of different denominations need to share ideas for improving the quality of the church's ministry in a given area.

FOSTER WHOLENESS

The church needs to develop approaches that will foster wholeness in society. Life is becoming more complex, and to deal with the increasing complexity of life people find it necessary to specialize. Specialization in itself is desirable but many people when they specialize in a given discipline tend to make it an end in itself. They fail to keep the whole of life in focus.

A complex society must of necessity be made up of organized interest groups. If there are no organized interest groups a complex mass society is in danger of being manipulated by its leaders. But interest groups must remember that they are not the nation. A sector of society must not advance its interest to the point of endangering the well-being of the nation.

People also tend to take earthly entites, such as the law of supply and demand, government control, collective bargaining, and give them the rank of a deity. They are good earthly entities and must be treated as such, but they must function under the judgment of God. Others tend to give the rank of a deity to the importance of the individual, of the group, or to science or life itself.

When this is done it results in the brokenness of life. When a part of life functions as though it is the whole, it leaves no room for the other parts of life. This results in conflict.

The goal of life is not oneness but wholeness. Wholeness recognizes that society is made up of many parts. The parts must function in meaningful relationship to each other and in meaningful relationship to the whole. Wholeness is sensitive to the web and rhythm of life. When God moves into human situations chaos gives way to orderliness. The same interest groups are permitted to exist but if they seek to function under the judgment of God they will also seek to function in harmony with each other. Wise adjustment in our pattern of living will move us in the direction of more orderliness. To foster wholeness the church must begin with itself.

The church must face up to the fact that we have denominations. Denominations are not the cause of brokenness in Christendom. They give organizational structure to the different convictions that exist within Christendom. Wholeness will hardly be achieved by doing away with denominations. Wholeness in spirit can be achieved by denominations relating meaningfully to each other.

Denominational structures must not become fixed. There is a continuing search for better church structures and organizational church patterns. Existing denominations merge and new ones appear. Denominations need to increase their capacity to relate meaningfully to each other and to the entire Christian enterprise. They need to foster a spirit of helping each other meet total human needs. What a denomination wants for itself it must want for its sister denominations. It is not enough to tolerate another denomination. Churches need to be ready for approaches that make it possible for a minority denomination to provide a meaningful ministry. Denominations need to share and coordinate their plans for a community or area.

PARISH CONCEPT

Churches need an adequate concept of parish. The tendency has been for the Protestant pastor to consider the people who belong to his congregation as his parish. A parish is a unit, an area, with definite boundaries. All the people living within the boundaries of a parish are a part of a pastor's parish—members of other congregations, unchurched people, his own members. However, the types of relationships to the people will vary. To his own members he will have a professional relationship; to others he will have a citizen relationship. He has a concern for the well-being of all the people in his parish.

There is a place for the denomination that represents a distinctive conviction and is meeting a currently existing need. The approach used in meeting the need must be in keeping with good stewardship. We cannot channel the Holy Spirit into man-made structures, nor can we organize the activity of the Holy Spirit. We must provide various types of structures and organizations that the Holy Spirit can use to accomplish His work among men. We must move in the direction of wholeness without loss of basic convictions and diversity.

THE ROLE OF THE CHURCH

The church must define more precisely the role of the congregation in a pluralistic society, with a multiplicity of community organizations and agencies. Its role as an institution is not to be the creator nor the developer of the citizen community. This is the role of individuals and the role of community organizations and agencies. The church's role is to bear witness before individuals and organizations to the basic truth that all phases of the citizen community are under the judgment of God.

The church's goal should be to develop citizens with definite convictions—citizens who have the desire, courage, knowledge, and capability to articulate religious concepts and values in community discussions and decision-making groups. Better stated, the goal is the development of church members who in their own way can be the church in the concrete situation of their citizen community.

I have the conviction that the church must do less, but that it must do more adequately its precise task of preaching and teaching and Christian nurture. At the same time the congregation must broaden its concern. Its concern for people must be as broad as God's concern for people. This concern need not be expressed through church structures. There are situations when basic concerns may be expressed more adequately through a community structure. We have examples of this in the soil and water conservation districts and in community hospitals. The church has a real concern for soil and water conservation and for health, but it uses the soil and water districts and the community hospital associations as the structures for expressing these concerns.

If we are to move in the direction of excellency in rural living and of developing communities of quality and character, the church must motivate its members to participate in:

1) *Units of conviction*—where individuals with similar convictions through worship, study, and fellowship encourage each other in their relationship to God and in their responsibilities to others.

2) *Units of discussion*—where people who hold different opinions or convictions discuss issues, needs, problems, programs. Differences of views are shared with respect but convictions need not be compromised.

3) *Units of consensus*—where the effort is to find consensus among people of different convictions so that action on a community basis can take place. People do not give up their convictions as persons but consent to a course of action so unmet needs can be met.

4) *Units of action*—In most every community there already are units of action in existence. These should be called upon to carry out what people in their units of consensus have agreed to.

Units of conviction, units of consensus, units of discussion, and units of action may involve the same group of people but each unit meets for a different purpose and has a different function. In most cases it is not desirable that units of action be structurally related to units of conviction. Yet the action taken will have been tempered by the conviction of people—convictions that have been formed and clarified in the respective units of conviction.

RELIGIOUS EDUCATION

Basic to the spiritual well-being of people is religious knowledge. This need will not be adequately met until our society devises structures that can adequately provide people with religious knowledge. They lack facilities and have inadequate educational programs. They work with untrained teachers who tend to mix moralism, humanism, fatalism, and democracy with a limited Bible knowledge. This results in giving people a folk religion.

We need to develop new structures that will provide people with quality Christian education. Performance of these structures must be comparable to our public schools. It must provide educational atmosphere, good facilities, and capable full-time teaching staff. I would like to outline an approach that could achieve the goals of adequate Christian education for a community with a consolidated school.

The people in a community who are concerned could form a religious education foundation. It ought to take in the same geographical areas as the consolidated school district. It, however, would be independent from the public school. It would also be independent from the congregations in the area. It would seek to involve all the people who are interested in religious education.

The purpose of the foundation would be to provide facilities in which an adequate religious program can be carried on. It would not provide religious education. It would build a religious center near the community public school. Through donations it would raise funds from the people in the community. It would function under a board similar to the board of a community hospital and the funds would be raised as funds are raised for any community facility. The foundation would then rent space to the congregations interested in shared time for religious education. The rent paid by congregations would make the project self-financed.

The community would also form a religious education committee. Each congregation in the community would have the privilege of membership on the committee. This committee would develop a shared time religious education plan—outline a workable plan, determine the length of time, and set educational standards. Its role would be to arrange for definite periods of time when pupils would go to the religious center for religious education.

Each denomination would, in keeping with educational standards set, be responsible for planning its own program. It would rent the facilities according to its predetermined need, set up its own curriculum, provide study materials, and engage its own teacher or teachers.

These are some of the adaptations to which churches are giving much thought. They are also calling for a development of new forms of ministry. The guiding concern is the spiritual well-being of people in the respective communities.

LOCAL GOVERNMENT—By Robert I. Wessel, Economic Development Division, Economic Research Service, U. S. Department of Agriculture

The proposed title for this presentation was "Adoptions Needed in Form and Function in Local Government." Rather than approach the subject on a "need" basis, I would prefer to discuss rural government on an "alternatives" basis. That is, this presentation will discuss alternative forms that counties and rural municipalities have or could adopt and revisions in service and service levels that could be considered.

PROBLEMS

Before considering the alternatives, a brief comment should be made about the problems. Everyone knows that the rural population in many areas has been declining and most people know that relatively few rural governments have changed form in response to the population changes. Those changes that have occurred—school district reorganization for example—still tend to be behind the current needs. Actually rural people appear to want higher levels of public service. Higher quality roads and better education are needed. Other needs could be pointed out, but these examples point to a rising need for services under conditions of declining population and static governmental structure.

The conditions of static government and declining population have resulted in rising per capita expenditures of government. The demand for additional services has provided additional pressures upon financial resources in such areas. But, local governments in areas of sparse population find that they must spend more and more per capita just to maintain the existing level of services. Raising the level of services already provided or adding new services will further strain the financial resources of counties that are already at or beyond their limits. In most of the rural counties with low and declining populations the government is struggling just to maintain existing levels of service.

It is within this context that changing forms and functions of rural government will be considered.

ALTERNATIVES

County and municipal governments have tended to be stable in their form over an extended period of time. There are, however, some instances where states have required changes or individual countries, acting under optional forms legislation, have made changes in their form. The variations generally include a different type of executive, such as the county manager and county executive in some Virginia counties, and elective executives such as those in New York. These forms contrast with the general organization of county government which normally has a multi-member executive board. These examples occur in urban or suburban settings. One county in a rural setting, Petroleum County, Mont., has a manager. Such a limited sample provides little evidence of the success of such forms. It does, however, point to the possibility of an alternative form of government in rural areas.

OTHER EMPERICAL EVIDENCE OF ADMINISTRATIVE VARIATIONS

The North Dakota constitution requires counties with less than 15,000 population to consolidate the offices of county judge and county clerk of court. In counties under 6,000 population the register of deeds must be combined with the previously combined offices. North Dakota has thus required counties with low population to reduce the number of officers and presumably reduce administration costs.

South Dakota has three instances in which county areas were never organized. Rural governmental services to these unorganized counties are provided by an adjacent county. The unorganized counties do have road and school commissions to determine policy questions. Thus, some autonomy is given the unorganized areas. This, the reversion to unorganized status of county government, retaining only some policy boards, could be an alternative for areas where the available resources are not sufficient to support the existing organization.

Michigan statutes allow for the combination of all county record keeping functions in one office. In such instances the register of deeds function is combined with the county clerk's other record keeping functions. Consolidated record keeping now exists in 17 Michigan counties. Available evidence indicates that the consolidated office costs no more and thus a substantial savings is achieved over counties of similar size but with separate registers of deeds.

Minnesota counties have terminated the use of county poor farms. The elderly poor are cared for in private nursing homes under contract with the county. There is no comparative evidence to indicate a cost advantage to the Minnesota approach to the elderly poor. But, it would appear that nursing home type of care allows for greater flexibility in the location of these poor. If we are concerned with improving rural life, surely allowing the elderly poor to remain in their community rather than forcing them to move to the poor farm is an improvement.

Contractual arrangements for services between municipalities and counties are used in some states. The service provided by Los Angeles county to municipalities in the county is one example. The municipalities determine the number and levels of services they want, and the municipalities can cancel the contract when they decide to provide their own services. This type of arrangement may be beneficial in rural areas as well. In some instances, Minnesota counties have provided police protection to municipalities on a similar basis.

Here, then, is evidence of alternatives to the traditional systems used to provide services at the county and municipal levels in rural areas. These alternatives have been and are being tested. They do provide alternative forms to meet varying needs of rural counties.

SERVICE VARIATIONS

County governments have in the past 50 years added two significant services. First, rural road maintenance and construction added in most states after 1917 has become one of the most significant expenditure items in a county's budget. Second, county welfare programs are a product of federal statutes of 30 years ago and have another large expenditure item. Excluding education, most county budgets include more for these services than for all other services provided.

The quality of road construction and maintenance has been raised in rural areas while the number of rural people served has been declining. But, the level of use of roads, that is the ton-miles driven on them, has increased. Counties may want to give some thought to redirecting efforts on rural road programs.

Over the past 30 or more years, county road systems have been expanding. There is little evidence of reduction in miles of rural roads. State statutes generally make it difficult to discontinue roads. This situation has given rise to many unused or slightly used roads. Many observers suggest that serious thought needs to be given to replanning rural road systems. Such planning could result in closing some roads to public use and possibly moving some farmsteads to cluster points. Such a movement of farmsteads would facilitate road replanning and allow for higher levels of service to the clustered farms. This planning would leave roads open as access to fields but remove them from public maintenance. Funds saved from this replanning could be returned to rural people in lower property taxes or used to upgrade remaining public rural roads.[1]

Another method of improving rural road programs would be through inter-county and county-municipality cooperation in the ownership and use of road equipment. Inter-county engineering programs and scheduled road maintenance programs using the same equipment on a multi-county basis might provide higher service levels or lower costs.

Many suggestions have been made to change welfare programs. Perhaps the most successful variation occurred in Chicago where a concerted effort was made to qualify welfare recipients for employment through training programs. In many areas, rural and urban, various job corps programs are seeking to prevent the expansion of welfare roles through training program. Such programs could be profitably expanded on an inter-governmental basis. In order to expand some of the above positive welfare programs, rural government will need additional revenues. Perhaps some of the changes proposed in this paper could release funds for expanded welfare programs in other areas of need.

Similar inter-governmental cooperation could develop relating to record keeping and specialized personnel. Some evidence is now available of inter-county use of educational specialists, libraries and mental health clinics. Much more could be done along these lines with traditional county services.

These alternatives provide ways in which rural governments can alter existing forms and services to meet new needs.

FOOTNOTES

[1] This proposal if consummated would have far-reaching effects upon the social structure and living conditions in rural areas. For those who prefer a substantial distance between themselves and their neighbors it would be objectionable. It would be desirable for those farm people who prefer rural living but enjoy the social and cooperative benefits of close neighbors. Consolidation of farmsteads is underway in some Swedish communities.

LEADERSHIP AND COMMUNITY REFORMATION

By Roy C. Buck, Associate Director, Social Sciences, Center for Continuing Liberal Education, Pennsylvania State University

THE DEMISE OF TRADITIONAL DOCTRINE

In the United States there has been a tradition of reluctance to bend to the accommodations demanded by social and economic planning. Freedom was held to be a sacred value. It was believed that civic discipline beyond the limits of crime control would frustrate the hand of God as it moved in and through free men, sorting, sifting, and allocating monetary gain, land, position, honor, power, production, and consumption.

Planning was likely to be equated with dehumanization. Fiction of social criticism often took the planned society as its theme.[1] It was caricatured as coldly rational, heartless, mechanistic, and without spirit!

But there were wisps in the winds of change which foretold that even in the United States, the hand of God could not order the community without working through man. If there was to be land of promise, man must be involved, not only for private gain but common good.

The common man, though held high in American legend, began to see himself a victim of forces no longer considered inevitable and largely considered unmanageable. Increasingly government was looked to as a means to equalize opportunity and guarantee a minimum degree of sharing in the common good.

We shifted politically, economically, and philosophically from a form of community organization committed to utopian dreams of a static paradise to be reached in the fullness of time to a point of view requiring constant vigilance and discipline in order to experience a measure of the good life here and now.

In this shift from social organization based upon laws derived from a God who demanded a free hand to a form of social life where man was seen as an agent of God in a continuing creation, we have experienced in our own life time changes in how we relate one to another which cut to the very core of our most treasured beliefs and presuppositions.

Today we stand in the midst of a culture in catastrophic transition. We are everywhere conscious of the need to rebuild our communities, recommit ourselves to a policy of deliberate, calculated, and tentative community development, and to reassert ourselves as masters of our own destiny.

Yet there is little doing. There is no great vision. There is little sense of the pioneer. Everywhere man is seized with low-level anxiety and a vague sense of despair.

For a century and a half America peddled to the world a bundle of pietistic reform formulas. We legislated against alcohol only to spawn a billion-dollar moonshine industry. We freed the Negro, tied him to a fence and then whipped him because he couldn't run. We opened the door to massive European immigration and then shoved the newcomers into ghettos of squalor and crime. We sent missionaries into darkest Africa and Southwest Asia to evangelize the heathen while at home we permitted continued religious ignorance and superstition to run rampant. We engaged in world wars for high and holy reasons and continued to wink and ignore fundamental weaknesses in our own way of life.

Well, to make a long story short, our bluff has been called. It has been called at home and it has been called abroad. We have been forced to air our dirty linen, to accept ourselves as one among many. The idea of a promised land and a chosen people so dear to the hearts of the early settlers has given way to the dreadful realization that even in America there is no colony of heaven.

Presently we are a study in cultural shock. We stand now virtually shorn of all that traditionally was believed to be the American way, the way of divine ordination. We suffer the embarrassment of realism and the loneliness born of an empty and disfunctional faith.

The Civil War left a divided national loosely held together by the most meager sutures of the larger loyalty. A race of people was set adrift spatially, socially, and culturally. The frontier was pushed to the Pacific and the land came under the ax and plow no longer for a season or two, but for year after year. The abundant harvest and an unquenchable domestic and world market soon drained the land of natural fertility. Where once there was a verdant prairie, there appeared dusty waste. Barren hills stripped of trees and later brought under the plow loosed their mantle of rich earth and it drifted downstream to silt and clog harbors and natural channels of passage.

Then came the Great Depression. The nation and the world literally crashed in the early thirties. The quiet factories and the look of wonder born not of a glorious vision but of experiencing utter desperation were everywhere. The undisciplined market economy had finally devoured itself and the god that demanded a free hand was dead.

World War I and II, together with Korea and continuing little wars and always cold wars, have been instrumental in breeding out of the national psyche the notion of an emerging natural peace and order, an order that will spring forth on the land in the fullness of time. The "promised land" of early American dreams had been replaced by a willingness to try for provisional civic and moral order now. This is not to say that there is no vision of what could be. It is presently used as a guide for realizing some measure of the good life now and not a new Eden to be gained at some distant time. "Earth Is But a Barren Land, Heaven Is My Home" is accepted less literally. It is replaced by the spirit marching tempo of "Win Them One by One," a song which tells of progress being a step at a time.

THE NEW EMPHASIS

The community is increasingly rationalized and instrumental in its pattern of social action. Personal civic concern, once a prerequisite for responsible community life, is joined with a compassionate well-trained civil bureaucracy.

The heartlessness predicted by the social critics has not materialized. Compassion and good taste are the distinguishing features of contemporary planning theory and a significant measure of its practice. The faithful individual, the man who cared, now works closely with faithful, caring agencies and boards. The private sector of society has been quick to respond and indeed compete with the public sector in demonstrating a corporate humanism of considerably more than traditional Scattergood Baines dimension. Private foundations and trusts compete for status in promoting a corporate image of understanding, compassion, and responsibility.

Ultimate concern, once believed to be solely a matter of private faith and conviction, is shared with a variety of corporate bodies. Many people find less and less need to be ultimately concerned about anything. They permit themselves to be aroused at seminars, study groups, and in the privacy of their patios and studies, but to the public they present a posture of detachment, perspective, and relativism. People frequently avoid situations requiring clear-cut choice and significant commitment. An analytic bent, inculcated in education, keeps them so preoccupied with the search for relevant facts that conclusions are likely to be substituted for decisions. Decision-making, especially in matters concerning the commonweal, drifts toward professionalization. The traditional citizen responsibilities are everywhere undergoing bureaucratization.

Citizens, experiencing freedom from the daily nurture of the community, need new ways of relating themselves in an authentic fashion to the burgeoning civil bureaucracy. As an era of active citizenship passes, where what one did was often more valued than one's thoughts, a new kind of responsible citizen is seen. He will be judged on the basis of reasoning and philosophic skill as he joins with others in evaluating alternative professionally devised policies and programs.

Questions pertaining to community goals are destined to become more important than formerly, because the chances of attaining them are greater. The tremendous increase in civic competence because of the productivity of the social and engineering sciences takes goals and objectives out of the arm chair and ivory tower context. They become apappropriate to "realistic down-to-earth" discussion. A central question in this new age of responsibility by remote control is how to infuse it with grace, dignity, and civic spirit.[2]

GROWTH AND DEVELOPMENT

Traditionally growth was the value toward which we devoted attention. Growth had to do with the economy of an area. It was measured in employment, product and profit, and rationalized in a formula for a favorable balance of trade. That is, a community should show a greater affinity for attracting capital than for exporting it. Additionally, growth was considered a unique private problem manned by leaders in finance, industry, labor, and trade.

Development, on the other hand, emphasized the non-economic dimensions of a community. It emphasized education, housing, health recreation, and cultural pursuits. It was seen as a delayed return from the products of growth and frequently was in the realm of the volunteer and public sector. Whereas the motivation for growth was private gain, the motivation for development was the general welfare.

Growth had standards based upon a continually rising level. It had a psychology of record breaking.

Development standards were frequently static and minimal. Development was manned by volunteer leadership and salaried public servants. Over the years development has become increasingly socialized and professionalized with a corresponding decline in significant private interest and commitment.

Traditionally innovation was easier to come by and more generally sought in matters of growth. Innovation in development was judged to be disruptive, wasteful, and a challenge to the status quo.

Men of power dominated the growth sphere while men of good will and prophetic bent dominated the development sphere. These were not in real life so clearly divided, but the emphasis was clearly evident. The advocates of development were men of thought and reform while the advocates of growth were men of action oriented to support the status quo in matters of development.

Frequently the political leader came out of the growth tradition and found himself arbitrating the differences arising out of the forces of growth and development.

Since the thirties, and regardless of political affection, we have been uniting growth and development and attempting to spell out the relationship and mutual support. For three decades this has been a trial marriage with consummation more evident in Washington than at the grass roots.

This new integration calls for sweeping changes in traditional political, economic, social, and philosophic doctrines.

In the words of de Grazia: The world wants and needs again the idea of the citizen—

1. Men of duties and responsibilities.
2. Men of position and significance.
3. Men of religious and political beliefs.
4. Men of status and strength.
5. Men of courage and conviction.

Chuangtse in 250 B.C. called for the same personality in his beloved China:

> "The true men of old appeared of towering stature and yet could not topple down.
>
> "They behaved as though wanting in themselves, but without looking up to others.
>
> "Naturally independent of mind, they were not severe.

> "Living in unconstrained freedom, yet they did not try to show off.
>
> "There serenity flowed from the store of goodness within.
>
> "In social relationships, they kept to their inner character.
>
> "Broad minded and towering, they seemed beyond control.
>
> "They saw in penal laws an outward form; in social ceremonies, certain means; in knowledge tools of expediency; in morality a guide.
>
> "It was for this reason that penal laws meant a merciful administration, social ceremonies a means to get along with the world; in knowledge a help for doing what they could not avoid, and morality, a guide that they might walk along with others to reach a hill."

In this ancient and wise statement there are the makings of a civic policy that would realize many of the lofty goals suggested in the rhetoric of The Great Society.

A Crisis in Leadership

Public officials, business and professional workers, and the leadership of voluntary agencies and organizations are increasingly aware of the disparity between traditional bases of public policy decision and contemporary public issues. Nowhere is the gap more evident than in smaller urban places and rural communities, frequently removed from the main currents of national growth and development.

Informality, smallness, localism, and a certain anti-intellectualism are among the more obvious values guiding public decision in many smaller municipalities. There is frequent distrust of professional expertise, rationality, efficiency considerations, and deliberate planning.

In many instances it is as appropriate to apply the idea of obsolescence to civic leadership as it is to worker skill and industrial equipment. While the latter are the foci of massive programs of retraining and renovation, civic leadership as an area of calculated and deliberate renovation and redevelopment is neglected except for a few specialized programs.

The assumption is often advanced that retraining workers, accompanied by adjustments in the industrial base, will guarantee significant progress for the general welfare. Unless, however, there is a leadership climate congenial to the basic philosophic and operational assumptions behind such programs, their impact may be greatly reduced.

It is suggested that there is an overlooked category of public problems hidden, not in city ghettos or the ridges of Appalachia, but in public offices and other leadership positions in the myriad small cities. boroughs, and other municipalities. Located here are people working at low levels of productivity not because of outmoded worker skills, ethnic background and living conditions, but because of archaic notions of community organization and development. The poverty experienced is not of the pocketbook but of intellectual content, a sense of civic greatness to be shared by all places regardless of location and size, and an organizational expertise relevant to a time and widespread and massive impact of urbanization, technology, bureaucracy, and science.

Continued leadership of the willing but less able as outlined will almost certainly guarantee erosion of values associated with diffused democratic responsibility. Unless educational and research programs are projected to bring local leaders into intellectual and organizational parity with their counterparts in metropolitan, state, and national affairs, smaller municipalities removed from main currents of social change and development will find it increasingly difficult to compete with the rest of society on measures of living standards, human development, and cultural growth.

While there are those who would claim that what has been asserted is a vast overstatement, there is a variety of evidence to support the position. In the face of increasing professionalization of civic affairs through planning and development offices, and the trend toward hiring executive secretaries in the various volunteer agencies and organizations, the citizen leader finds himself to be more and more in the company of civic experts. This places tremendous responsibility on him to keep abreast of the times and the numerous public and private programs to cope with them. When he is not competent to engage in responsible and informed appraisal and critique with civic executives, an important dimension of democracy is weakened. He finds that he becomes merely a legitimizer of professional decision and not necessarily an active participant in its making. Over time, civic leaders faced with this turn of events find themselves to be involved in a relatively greater proportion of what might be called the symbolic-expressive content of their positions, such as presider at public ceremonials, guide to distinguished visitors, and extender of official hospitality and courtesy. Correspondingly there is a decline in the instrumental, rational, policy and action content as it drifts into the civic executive job definition. What is suggested is that once again, as in ancient times, political power is divided.[3] The secular ceremonial is a citizen leader responsibility. Public officials and the clergy share more and more ceremonial responsibility. Public affairs, and indeed, politics become professionalized and bureaucratized.

Somewhat the same phenomenon can be observed in the private sector of society. Sons of 19th century "Tigers of Industry," with their Harvard, Yale, and Oxford degrees displayed on office walls, frequently show neurotic symptoms. They very often are marginal men in the new highly professionalized, programmed march of industrial progress. Being neither committed to growth in the traditional sense of laissez-faire competition nor to humane development goals, they inhabit a strange twilight world of their own, feeling vaguely attached to their communities and industries but definitely not assigned to them in a significant value-infused sense of civic obligation and spirit.

Thus the modern capitalist leader frequently evidences loneliness, anomie, and lack of lust for life. Forces that literally pulled the rug from under his forebears have left him to wander in a maze of ill-defined norms regarding his relationship to the commonweal. Old practices of plunder, exploitation and ruthlessness are gone and there seems not to be a viable replacement.

In the surge toward greatness in our time significant attention needs to be directed toward the psychic problems of the capitalist leader as we bring his holdings under increasingly rationalized surveillance. Socialized to a materialistic growth-centered set of values, the contemporary capitalist leader is asked to reorganize his life and interests in line with largely non-materialistic, humane, development goals.

What we are talking about is a new manifestation of Durkheim's anomie. Traditionally believed to be a phenomenon of the masses, we have proposed it to be a major attribute of community leadership structure. Sebastian de Grazia defines the problem thusly:

> "The study of anomie is the study of the ideological factor that weakens or destroys bonds of allegiance which make the political community. When no body of common values and sentiments exists, a person feels isolated or lost, without standards. He is sure of neither his place in the community nor what action he should perform; he cannot discover what his fellowmen value since they, too, are confused."[4]

Durkheim saw anomie to be a sociological condition and not merely psychic in its manifestation. For him anomie was most often the disordered condition of a society that possessed a weak *conscience collective.*

The thrust of urbanization, technology and bureaucracy upon small communities and rural areas, it is asserted, has either swept aside or brought into question much of what was accepted as civic doctrine. People in leadership position, once secure because of commonly shared beliefs and practices, now find relativism, provisional standards, and tentative shortrange policy to be the ground of decision and action.

The tests of validity of civic action are often pragmatic bordering on ends-justifying-the-means philosophy. A sophisticated civic other-directedness is demanded. For many persons this is in conflict with their notions of a static core of values fixed like a gyroscope compass to guide them through conflicting judgment and decisions.

CONCLUSIONS

I wish that I could paint a rosy picture of the future of American communities. I cannot. My sociological intention, coupled with something less than a Pollyanna world view, demands that I be somewhat critical as I attempt to share with you my thoughts on community development and growth.

It is not that communities do not have the means to reform themselves. It is that they will not. Small communities have the makings of greatness. And indeed their scale is such as to be right for the fullest realization of human potential. But as we have so frequently pointed out, the feeling of being limited because of fixed assets both real and imagined from which significant returns continue to be realized hinders innovation. Reform and renewal are compromised into patchwork and repair. The great and good society becomes a rather academic question in the face of tradition and customary behavior.

In the last analysis the good life can only be realized as people change their minds. In an increasingly bureaucratized and routinized society there is less and less opportunity for this to happen in any significant sense. There will be improvement, but it will be slow and calculated to cause minimum disturbance to the status quo.

Civic improvement will come as a result of national policy and programs aimed at general domestic uplift. Local communities will increasingly be involved in these efforts. They are designed in ways to encourage aggressive involvement of the local area. Failing to be aggressive, the national program will be ready with advice and means of implementation, thus placing the community in the position of reacting to pre-conceived notions of community development rather than being involved in their shaping.

My intuition and my data tell me that the latter course of passive acceptance will be the popular choice for smaller communities. It will provide an out in case of failure, for local leadership will claim minimum responsibility. Based upon historic evidence, there is little reason to assume significant departures from the status quo as a matter of deliberate choice. The institutional structure of the community is such that innovation is looked on as risky and uncertain. We continue to cling to traditional though empty doctrines of a freely competitive market, not only for the product of industry but also for the total civic product. We believe that in this tradition there are winners and losers. The idea that communities rise and decline because of forces beyond human control remains very much alive.

As I see it we are at the stage of trial and error behavior in relation to this new society based upon cooperative and creative federalism. Everywhere at the local level there is talk of experimentation and pilot programs. There is a kind of flirtation with development. But we just want to try a little to see how we like it.

The picture I see is that of being awakened in the middle of the night with the house in flames. Should one stay and hope that the fire company will put the fire out, or that someone will come to the rescue, or should one jump through the window? This leap of faith, this total commitment to a point of view has been always the way to greatness. There is nothing in the scientific literature nor in the history or philosophy of our culture that contradicts this proposition.

The shape and life of the community in the year 2000, and that is only 34 years away, can be a grand and living monument to our time, a kind of public legacy that can be pointed to with pride. It can be a living testimony to the fact that a call to greatness was answered not only with outstretched hands but with mighty human works.

The sociological cards are generally stacked against this prediction. Our data would more realistically predict a community in the year 2000 that is practically the same as now. There will be changes but no significant deviation from a course which rewards those who follow the middle way and holds up to suspicion and ridicule those who depart from set and standardized courses of thought and action.

I would hasten to add in closing that sociological propositions and "laws," if you want to call them that, differ from those established out of research in the natural and physical sphere.

Sociological predictions assume, like all predictions, that other things are equal, controlled, or at least random in their effect on the items under study. We cannot be wholly secure on this point in sociology for things do happen which throw prediction off. My position is based on the notion that given a choice of deviation or keeping to a set course, most people, most of the time will choose the latter. Further I would leave you with the thought that significant, meaningful creative social change is extremely difficult. The human quality of changing the mind and acting in accordance thereof is a very tender attribute. To find imaginative and moral people, to find those who support them, and to find those who will follow them is to be faced with almost insurmountable odds. As a citizen, however, I feel that to throw off sociological prediction, in the "right direction" of course, is a responsible civic obligation. Thoreau observed that there is a place for civil disobedience rightly concerned and compassionately activated.

I would be the last to say that the situation is hopeless. The time would seem to be right for significant mutational change. There is a sense of urgency coupled with general disillusionment with old guides and principles which bodes good for those who want to try to beat the gloomy sociological prediction.

Because daily life is carried out in the context of institutions, agencies and organizations, it is in these contexts that we should search out and instigate opportunities for creative, imaginative and responsible human development. In de Grazia's observations we have a cue as to where to begin.

Our political and religious values and norms are in disarray. Perhaps the call to greatness may begin to be answered as we re-establish man regardless of color, creed or ethnic stem as a politically responsible, moral, just being possessed of a faith that will support him as he chooses to live not alone by habit, but by reasonable, self-fulfilling and socially rewarding design.

I must remind you again that the hope summarized above is of the lowest order in my list of actions communities will probably take. This is not to say that the great and good society is not possible. But sociologists don't deal with possibility. Possibility is in the category of error which throws off sociological prediction.

Sociologists can help define the probable community. The possible community is what you and I want it to be, and here the sociologists can only wish us well and advise us of the probability of attaining our goals. Sociologists as citizens can join us in the pursuit of the possible community; but as sociologists they cannot describe it or predict it.

I suspect I would be remiss and would even disappoint some of you if I did not say something further about what I see to be the role of the aristocracy in community development. We hold very dear our democratic traditions. But even a democracy has its order, and part of this order emerges out of a consensus about those who by virtue of achieved status are expected to be active in the civic development of a community. The aristocracy of a democratic system is a dynamic changing category. People rise and fall. There should be neither the comfort and security of name, occupation nor blood. But there must be a sense of duty, of obligation, and indeed of sacrifice and tragedy among those who are accorded the role of leader, be they elected, appointed, or hired

Now as a sociologist, I would hypothesize a decline in this type of aristocracy and a rise in the functionary and the career civil servant as those toward whom we look for vision and guidance.

I frequently assert that every community needs ten citizens tried and true. I do not see these to be feudal lords or industrial barons alone but persons of earned and ascribed position who by virtue of their position and their talents and faith can move people toward the possible. Now if this is undemocratic, I am a tory. While the myth of the people is infused with tremendous symbolic meaning, social change is very likely to be realized through the mutational efforts of the creative and concerned minority who gain the support of society.

For me democracy is not only a study in orderly, reasonable thought and action. It is also the lively, competitive will to develop, organize and use diffused power to attain tentative ends. It seems to me that in this kind of spirit there is the best hope for continued community development that stands in the best tradition of the American Country Life Association.

FOOTNOTES

[1] See, for example, George Orwell's **1984**, or Huxley's **Brave New World.**

[2] Sebastian de Grazia in **The Political Community**, Phoenix Books, The University of Chicago Press, 1963, makes the following observation about the loss of a sense of community: "Without the political community, a man is a nameless outcast. . . . If he lives in this fear, he can never rise to his fullest potentialities. It is rather ironic that in this age without a sense of community charges are heard that the dignity of the individual is lost. Once this sense of community is regained, dignity again will envelop the individual." p. 190.

[3] Fustel de Coulanges in **The Ancient City** elaborates on the division of power between priests and kings. Here we see a similar division of power developing between public leaders and salaried civic professionals. See especially Chapter IX of **The Ancient City**, republished by Doubleday-Anchor Books.

[4] de Grazia, Sebastian, **op. cit.**, pp. 99-109.

A WORLD PERSPECTIVE ON RURAL COMMUNITY PROBLEMS

By Sherman E. Johnson, Economic Research Service,
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My subject this evening assumes that we are interested not only in better living in our respective communities, located in different areas of our own land, but also in improving the living conditions in other lands.

We do need to be concerned about the welfare of rural people in other lands, even in our own selfish interest, because we can no longer live in peaceful isolation from the rest of the world. The two World Wars, Korea, and now Viet Nam are ample evidence of our inevitable involvement in unrest in almost any part of the world.

Today the people in even the most remote countries of Asia, Africa or Latin America are no longer completely ignorant of conditions elsewhere. The radio and the jet airplanes overhead bring glimpses of a better life in the world outside. Aspirations are kindled that may become frustrations if they are not even partially fulfilled. Frustrations are the seeds of national unrest, which may explode into revolutions in which we become involved. So in *our own self interest* we are concerned with the welfare of people in other lands, especially in the less-developed countries where frustrations are most likely to sprout into unrest.

About two-thirds of the people on this planet live in the less-developed regions—in Asia, Africa, Latin America. Most of them are rural people who live on the margin of subsistence. They are hungry. and they lack all other essentials of life that are available even to the poorest people in this country. The president of one Latin American country described the condition of his people in this way:

70 percent of the people are rural,
70 percent of the children are illegitimate,
70 percent of the people are illiterate,
70 percent of the people die from preventable diseases.

He could have added that 70 percent are underfed.

In his inaugural address, President Kennedy summarized the selfish aspect of our concern for the poor in other lands in these words: "If a free society cannot help the many who are poor, it cannot *save* the few who are rich."

There are also other reasons for our concern. The most important is the human welfare aspect. We say that we are a Christian nation. Christians believe in brotherhood and in helping those in need. Those who are not professing Christians also pride themselves on being men of good will. Christian missionaries in the less-developed countries have discovered that *food enough* is a pre-requisite to reception of the Christian message.

Sam Higginbottom, a very active missionary in India during the first half of this century, said in his autobiography that after six years of missionary work he and his wife became convinced that "There would be no Kingdom of God in India without an amelioration of poverty, and that this must be founded on a more productive agriculture."[1]

So, at the age of 35 he registered for a course in agriculture at Ohio State University, and on graduation returned to India and founded the Allahabad Institute of Agriculture.

Sam Higginbottom did his share, but one man or even a small group are limited in their accomplishment, especially in a nation of nearly 500 million people. Nevertheless, they planted seeds, and some of the seeds sprouted and grew. When I was in India last fall, a very able Indian agricultural worker planned our field trip so that he could take me past the missionary school where he got his elementary education. He is still a good Hindu, but forever thankful to the good missionaries who gave him his first opportunity to go to school.

Sam Higginbottom's conclusion that amelioration of poverty must be founded on a more productive agriculture is just as applicable today as in the days before World War I. Too little progress has been made since that time. And now, because of disease prevention and the consequent rapid growth of population, there is so little time in which to win the food production race against the growth of population. India had a total population of 248 million in 1921, compared with 490 million in 1966.

Agricultural specialists, teachers, doctors, and other workers in international aid programs are all modern missionaries. They are dedicated people who are trying to help bring about better living conditions in the less-developed countries. Those of us who are not directly engaged in foreign work have an obligation, first of all to understand this effort. We cannot afford to be either ignorant or disinterested. What is done, or left undone, will affect our lives, and our children and grandchildren. The United States is engaged in a far flung effort of foreign assistance and many questions concerning this effort are being debated with more heat than light. If we know what is being done, and what is being proposed, we may as individuals reach different conclusions concerning desirable action. If our consciences permit, some of us may reject the whole concept of aid to people in other lands. Most of us, however, are likely to accept at least some forms of assistance, and then perhaps differ as to the methods to be used. But these choices require understanding of the issues involved.

Perhaps the easiest type of foreign assistance to understand is emergency food relief to prevent famine. Americans have always been ready to help when disaster strikes. The disastrous 1965 drought in India and our tremendous shipment of food to relieve the emergency is an outstanding illustration.

Such requests cannot be denied unless we are willing to deny our Judeo-Christian heritage and ask with Cain, "Am I my brother's keeper?" (Genesis 4:9.) But what about chronic hunger? Do we have an obligation to help the nations that are doing their best to relieve the situation, but do not have sufficient resources to make rapid progress? What about food and other assistance that will help them increase agricultural production in their own countries and gradually reduce their need for foreign aid?

Although disaster relief receives almost universal support, many questions arise when aid for long-term development is being considered. Some say, "We cannot afford to help everybody." Although this argument is partly specious, and ignores the human welfare aspect, it does have an economic basis. We are using resources which are not unlimited, and not costless. Moreover, we cannot and should not undertake to feed the whole less-developed world. The longer term alternative to direct food aid is technical and other assistance that will help to increase local food production, and thus eventually eliminate the need for direct food aid. Fortunately, the proceeds from food aid can be used to promote increases in indigenous food production. But because our resources are limited we need to be selective concerning types and locations of aid, even from a humanitarian standpoint. The best results will be obtained in countries where the leadership is committed to doing their utmost to help themselves.

Priority can be given to those countries which are actively promoting economic development, including expansion of their own food production. Some will say, however, that even in those countries our help only results in increased population and therefore eventual return to the margin of subsistence.

I am not an alarmist Malthusian, but I do recognize the danger of rapid population growth absorbing the fruits of development. We must remember, however, that shortage of food is not an effective restraint on population growth until famine conditions prevail, and no free world government can expect to survive under conditions of widespread starvation.

Fortunately, some countries—notably India and Pakistan—are making it possible for more of their people to plan their families in their own as well as their national interests. Dr. Frank W. Notestein, president of the Population Council, is quoted in a recent issue of Newsweek as saying: "We know now what to do."

How to do it fast enough, in enough countries, is a subject outside the scope of my topic this evening, and certainly outside of my field of competence. But apparently the longer term outlook is much more hopeful than it was only two or three years ago.

We also hear the argument that foreign agricultural assistance which actually increases output results in more competition in markets which we are now supplying. This fear ignores the fact that increased production also creates market expansion. When purchasing power is increased in the less-developed countries people who have been underfed and poorly clothed will spend more for food and clothing. Our recent experience indicates that commercial (dollar) imports of agricultural products from the United States increase about in proportion to the increase in per capita incomes.[2] Consequently, instead of fearing competition from these countries we should emphasize that helping them accelerate economic growth will build future commercial markets for our farm products. In the meantime, food aid provides a transitional outlet for our farm products at the same time that it contributes to development in food-short countries.

Today U. S. farmers are optimistic about prospective markets for farm products. But do they realize how much of the total outlet for many farm products is absorbed by our various types of food aid? Or are they a little like the Scotch Presbyterian rural preacher who was making a parish call one hot afternoon. The farm housewife asked him if he would like a glass of cold milk. He said he did, and when she went to the spring house to get the milk she poured a little whiskey into the glass of milk. The preacher drank it, smacked his lips and exclaimed, "What a wonderful cow you've got!" U. S. wheat producers have had a wonderful cow in P.L. 480. About 625 million bushels of wheat have been shipped as food aid in fiscal year 1965-66.

If by providing food aid and technical and other assistance we succeed in helping some of these countries to develop self-generating economies, they will gradually transform aid programs into commercial markets for U. S. agricultural products. Also, let us not forget that economic development of these countries is essential for world peace.

To me the evidence is clear that we have a large stake in helping to achieve better rural communities, not only in our own country, but also in other lands—in our own selfish interest as well as for humanitarian reasons. If this evidence is accepted we still need a better understanding of what would constitute improvement in rural communities in the less-developed countries, and how we can best help to achieve such improvement.

Perhaps we can get a better conception of what is involved if we begin by considering the basic foundation of a good rural community in our own country. Are we agreed that opportunity for development of the full potentialities of all members of the group is the basic underpinning for a good rural community? I have found that rural people in the less-developed countries have aspirations similar to those of rural people in this country. They are interested in achieving a favorable *status* in the group with which they are associated. They are seeking a *purpose* in life, and they strive for achievement of *basic security*.[3] I recall a Punjabi farmer in India saying to me: "Tell us how we can become as prosperous as American farmers." He was interested in *status, purpose,* and *security.*

So we need to begin with the recognition that in all nations, including our own, the most precious resource is the people, with the technical and management skills which they possess. This means opportunity for development of innate capacities of *all people,* owners, tenants, and hired labor, regardless of color or caste. It is not easy to gain acceptance of this approach in some countries. It has not been easy in our own country. Witness the lack of educational opportunities for children of migrant workers. But for sustained long-term development, the greatest need is education and training programs for all the people—not just the elite.

While education and training programs are under way to provide competent manpower for future development, attention must be given to the urgent food needs of today and tomorrow. This problem is vastly different from most rural communities in our own country. Although we still have pockets of traditional farming, the practices even in those communities are not so primitive as in most of the less-developed countries. And there is usually some margin above bare subsistence.

India counts some 60 to 65 million farm units, some of them so small they are hardly a good sized garden plot. Consider the fact that most of these families make production decisions concerning the land they operate. Consider also that 80 to 90 percent of the operators are illiterate. This does not mean that they are ignorant, but they have to be reached by means other than the written word. With 14 different basic languages, it is not easy to reach them on a mass basis, even with the spoken word.

Because of the urgent need for increasing food production the short term strategy may call for concentration of effort in the most productive area, and on farms of, say 10 acres or more. But India would still be dealing with about three times as many farmers as the total number in this country. And other programs would have to be carried out for the farm families that contribute little to the marketable food supplies. So the question still remains: How do you reach and inspire changes in the functioning of 60 to 65 million tradition-bound, illiterate farm families in India?

Some less-developed countries, especially in Latin America and Africa, have additional land resources which can be developed for settlement and production expansion. The food production problem is then somewhat easier to solve. But in densely populated countries such as India and Pakistan most of the increased food production will have to be obtained from higher output per acre on the land now in use.

Fortunately, most of these countries have soil conditions, water, and other physical resources that will yield larger outputs per acre with application of improved technology. Food enough is, therefore, physically possible. The challenge lies in organizing human and capital resources to do the job.

Can food production in the densely populated countries be accelerated rapidly enough to outpace the growth of population? My answer is yes, qualified with four *ifs.*

1. If research adapted to local area conditions indicates that a combination package of improved technology will result in much higher output per acre.
2. If the urgency of expanding food production is realized by the governmental leadership, and the necessary facilitating programs are organized.
3. If adequate price and other incentives are provided to permit farm people to benefit from increased output.
4. If fertilizer, other supplies and credit needed for adoption of improved technology are made available to farmers, and if trained manpower is provided to help with adoption.

These ifs may seem to over-emphasize government programs and policies, but studies of recent changes in developing countries indicate that forceful government leadership has been exercised in the countries which have made the most rapid agricultural growth since World War II.[5] Escape from a traditional agricultural society has to come initially from outside the rural communities. And it must be supported with adequate services and supplies at the highest levels of government.

Even when research results are available that promise large increases in output, and government programs provide trained manpower to help in adoption, and also assure adequate supplies of fertilizer and other inputs as well as credit to buy them, there is no magic mix of solutions that will produce results in all communities of a less-developed country. The mix has to be prepared by local areas. There are no panaceas that fit all conditions.

Some people seem to consider chemical fertilizer as the magic transformer of traditional agriculture.[6] Others seem to imply that if adapted research is available, the farmers will use it and make their own transformation. Perhaps they would add U. S. type extension workers to inform farmers of the available research. But they forget that in most under-developed countries fertilizers, pesticides, better seeds, and simple tools are not found in the local villages. Also, that credit is available only at high cost, if at all, and there is no assurance of a market for additional output. In this country, farmers take these services for granted, but their absence in the less-developed countries necessitates government action to see that they are made available through either private or public agencies. When these services become available, trained agricultural workers can help rural people to adopt combinations of improved technology that are suited to local conditions. But the job is not only one of providing information. It involves help in removing all the major obstacles to increasing output.

The job of transforming traditional agriculture is not easy, but it can be done. U. S. workers can facilitate the change if a country is serious about improvement, and allocates the necessary human and capital resources. But it takes time, effort, money and materials. Time is limited because of the race between food supplies and population in many of these countries. But we must recognize that changes cannot come overnight, either in food production or in slowing the rate of population growth. Let me illustrate the development problem from experience in our own country.

In the mid-1920's when many Western irrigation projects were in financial distress, I heard a promotor of irrigation say, "'We know from experience that it takes two generations of settlers to develop an area for profitable farming." Someone countered with the observation that it should be possible to develop settlement programs that would not require plowing under two generations of farm families to fertilize the soil for successful farming by the third generation.

Gradually we have recognized that time, as well as effort and capital, is required for successful irrigation development in the United States. The original Reclamation Act of 1902 called for repayment of construction costs in ten annual installments (in addition to annual maintenance charges). Even though no interest was charged on construction costs, it was soon discovered that farms could not be developed fast enough to amortize the investment in such a short period. After many contract changes based on unfortunate settler experiences, the repayment period has been lengthened to 40 years, beginning after a *ten-year repayment-free development period. No interest is charged on the original outlay.*

If literate U. S. farmers, well acquainted with modern technology, require 50 years for successful development of an area, perhaps we should not be surprised that it takes time for illiterate, tradition-bound farmers to modernize their agriculture. We must not become weary of well-doing because change comes slowly in the less developed countries. We must also realize that changes must be carried out within their culture and governmental structure. They should not copy either our methods or our institutions. They must adapt modernization to their own conditions.

In closing I would like to emphasize the longer term goal of full development of innate capacities of all rural people. Progress on this front is necessary for sustained economic growth as well as for humanitarian reasons. I once heard a remark attributed to Lloyd George. When he was introduced as a man who was for the working man, he said he was a friend of the working man but he was not only for the working man, he was for men. Let us revise this statement to say, yes, we are for the welfare of farmers in our respective communities, not only the farmers but the hired workers, including the migrants. And yes, we are concerned about the welfare of people in other lands. We want our children and our children's children to live in a peaceful and a more prosperous world—a world where children in other lands can realize some of their aspirations for status, purpose and security.

FOOTNOTES

[1] **Sam Higginbottom: Farmer.** An Autobiography, New York, Scribner, 1949.

[2] See "Foreign Economic Growth and Market Potentials for U. S. Agricultural Products," by Arthur B. Mackie. **Foreign Agricultural Economic Report No. 24,** Economic Research Service, U.S.D.A.

[3] See my paper entitled "The Agricultural Economist and the Welfare of Farm People," in **International Explorations of Agricultural Economics,** Iowa State University Press, 1964.

[4] See "Changes in Agriculture in 26 Developing Nations, 1948 to 1963." **Foreign Agricultural Economic Report No. 27.** Economic Research Service.

[5] See **No Need for Hunger** by Jonathan Garst, Random House, Ind., 1963.

THE UNIVERSITY AND THE DEGREE OF EXCELLENCE IN RURAL COMMUNITY LIVING

By Ernest J. Nesius, Vice President, West Virginia Center for Appalachian Studies and Development, and Director, Cooperative Extension Service, West Virginia University

The urban community, its work patterns, its family system, and community amenities constitute the essential framework for future life in the rural communities. This conclusion is a basic assumption of this paper. Most of us with an interest and concern for rural life are late by at least two decades in considering the future way of life in the rural community. Studies and action programs have assumed mostly that life in rural areas would seek its right level if production efficiency was attained; and thus it was permitted to drift. We recognize now that the Agriculture Establishment has failed here, while it has succeeded dramatically in farm production.

Yet, rural life has been and continues to be one of the most dynamic features of our time. It is also one of the most perplexing. Mass movements of the rural population out of the countryside have occurred without a single national or state program of assistance.

We may assume safely that a totally new way of living is before us. Yet, people in rural areas lag far behind urban areas in the adoption of the many modern social inventions. To realize that this paradoxical situation exists is to realize also that the span of the gap found between life in the rural areas and the urban areas will become greater before the end of the century. A frightening thought, yet a truth.

The problem therefore, is to expedite closing of the gap, or better, concentrate on bringing about a radical change in the problem so that the gap which exists as a problem today is dissolved and thus disappears in the emergence of a new problem. My knowledge is too limited to be able to conceptualize what the new problem might be. Thus, I am left only with the gap as my problem, but I wish I could deal with a new problem. If we could identify the ever-changing present as a movement through history, such as the farmer movement or the labor movement, we might be able to find the new problem. The emphasis which seems to dominate today is science, education, and technology. There are some clues here, but the problem does not come through clearly.

QUALITY OF LIFE IN THE RURAL COMMUNITY

The university must be concerned with the qaulity of life in the rural community. It has no other justifiable choice. How to exercise that concern effectively is the question.

For this paper I will equate quality of life in the community with what the planning committee for this conference identified as *degree of excellence. Quality of life* means that the basic freedoms of man are available to all. These have been identified as: (1) freedom to develop fully your innate abilities, (2) freedom to work for pay at fair wages, (3) freedom to express yourself fully, (4) freedom to worship in the church of your choice, (5) freedom from fear of bodily danger, and (6) freedom from disease.

Quality of life may be expressed in other ways such as equating it with attainment of a high level of satisfaction in community living. *High level of satisfaction* may be interpreted to mean: (a) that a high proportion of the inventions of modern life have been accepted, adopted, and fitted into the rural life; (b) that young people are reared and educated to be productive in the use of their energies, and knowledgeable about the life in the larger society; (c) that income is on a par with other communities of the larger society and equitably distributed; and last but not least, (d) a strong moral fiber is found in the people and their young which assures the residents that human life and property are held in an elevated position of dignity and respect.

For the land-grant university to be without concern for the quality of life in the rural community is to abdicate one of the major purposes for which it was created.

RURAL AND URBAN

What we call rural today stems from our agrarian past. Agrarianism rests on three dogmas frequently stated and accepted as a factual base for deducing broad generalizations and for developing policy guidelines.

1. The farmer *is* the most noble and independent man in our society.
2. Agriculture *is* the fundamental employment of man because the rest of our economy depends upon it.
3. Agricultural life *is* the ideal life because it is concerned with nature and it is the natural way.

William Jenning Bryan epitomized it in one of his famous speeches:

> "Destroy the cities and leave the farms and the cities will grow back as if by magic. Destroy the farms and grass will grow in the streets of every city."

Thus, the rural culture has been conceptualized as a total way of life because it encompassed all aspects of life.

Jefferson believed that a nation of family farms was the best guarantee for preservation of a sound democracy. He is credited, also, as the "father of the idea of the family-sized farm."

One hundred years later in 1909, this same philosophy was restated by President Theodore Roosevelt in transmitting the report of the first Country Life Commission. He believed that the foundation of our civilization rested on the wholesomeness, attractiveness and completeness, and the prosperity of life in the country.

From this agrarian doctrine, other principles have been deduced.

1. The family-owned farm is the foundation of our democracy.
2. Hard work is morally good and doing nothing is sinful.

3. Cities breed corruption. They do not provide a wholesome environment in which to raise children because they affect their morals adversely.

4. City politicians and labor leaders are corrupt and undemocratic.

People in rural communities have taken the urban social inventions as their guideposts for making decisions about their mode of life. Thus, most of the significant changes taking place in rural communities today are of urban origin.

As a total society we are in mass flight from the fundamental values and beliefs of the so-called rural culture, yet we are without clear concepts of a new urban culture; thus we have mainly convenience and circumstance to guide us. We do relate our forthcoming culture to the urban scene, but we admit that we cannot describe it, especially in the rural setting.

Several real issues are to be found in the countryside today and they need attention and study. The family farm, as a continuing efficient farm unit, may have questionable ability to fit into the emerging scene. The small town finds its ability limited to become a modern community or to assume the leadership and responsibility in properly educating its youth and in making its own decisions. The people in rural areas are confused and lack direction. The question of whether they can understand and adjust to the urbanization process is a realistic one. Can they adopt the new cultural orientation of the urban society? Will they appreciate fully the need for education and certain social skills? The one man, one vote dictum brought about by reapportionment will result in the farm group becoming more of a minority group than it is presently. As redistricting continues, the various institutional arrangements associated with an agriculture-oriented society may become issues. The real challenge for the future is to find new and significant social structures in which the folkways and mores are urban, and which can be fitted into rural situations easily.

A NEW RURAL LIFE

Let us discuss new concepts for a new rural life. The concepts expressed here were derived from my own studies and from conclusions of researchers concerned with rural areas. I have chosen to approach the matter from the point of view of the community. Once the concept of community and its environment is worked out, then work relationships and family relationships follow more logically.

This gives primary importance to the community and it is intended that way; but primary as used here should not be confused with the sanctity as it might be felt to be primary with the family as a unit in our society.

The models as described here are not to be construed as predictions, but as concepts. However, trends suggest that the models are realistic possibilities. We shall assume that attainment of goals will maximize satisfactions and bring life's fulfillment. The model will reflect one obvious problem. The inventions of the urban community which should be dominant in all community models will stand in sharp contrast to the traditional model of the rural community. But this must be expected because rural planners have not conceptualized an extension of the rural ideology into a futuristic concept; therefore, the only model we have is the traditional rural one. The new inventions are urban and thus must stand in contrast.

Placing the urban inventions in the dominant position in the community models will feature the factors adding up to the quality of life concept. In contrast, the traditional rural community model places emphasis on serving the primary needs of livelihood.

The school structure is used as the central point of focus in the model because education, obviously, will be the main need for the future technological society. Methodology needs to be worked out so that obtaining an education to the limit of one's capacity is as natural as any aspect of human endeavor. At this time, no other aspect of human life seems to be able to claim equal importance.

With the objective of emphasis on the individual as an end in himself, and the quality of life as a goal, the elementary school is chosen as the first and most important factor to consider in planning the primary community. A secondary community encompasses three or more primary communities in order to support a high school of sufficient size to have a comprehensive secondary school curriculum. A tertiary community encompasses three or more secondary communities in order that a community college with baccalaureate and technical education could be provided. The ratios are chosen arbitrarily to reflect the conceptual model. The university as it relates itself to the local communities would do so in this model at the tertiary community level, probably in some relationship to the community college, and thus through the education system.

The model calls for the training and care of the human agent as the central locus of community activity. Reliable predictions estimate that one-third of the people in the future will be in school at any one time. The school system in this model would be more than a place where the school buses deliver the children at 9 a.m. and return them home at 2:30 p.m. This model calls for use of the facilities for a minimum of 12 to 14 hours a day for carrying out adult education programs, for extended training programs, and to house the community library. In such a school system the modern means of communication would be built-in, such as program learning, TV, and various other electronic and situational arrangements.

To be a true community center the school should serve as a magnet to draw people together and to give them collective identity. Studies prove that the sense of belonging to a community is important to the family, as it must belong to some unit in which issues and problems can be debated and where social activities and social controls can take place.

The number of people making up a community is important to this model. Schools should be large enough to have complete curriculums. The consolidated elementary school, the high school with a comprehensive curriculum, and the community college with technical education and junior college curriculums are conceived as essential.

By using the school system as the primary indicator for community structure, other social structures can be clustered about it. These include centers for recreation, cultural activities, spiritual enrichment, health, family and household needs, location of industry, and social interaction.

In the rural countryside the other centers might be dispersed or they might be consolidated into different combinations. The most likely centers might be cultural centers for the community to express itself artistically and creatively; social and sports centers; shopping centers; welfare and health centers; and religious centers. For some communities would not it be possible to have one church house which could be used for the services of several denominations? Wouldn't the communities be better served in an ecumenical way if something like this were done? If we are going to have education centers, cultural centers, welfare and health centers, and shopping centers, why not religious centers?

Last, but not least, would be industry. Industry would be locally owned and within easy walking or easy driving distance for the residents of the community.

According to some formula not now presently known, the countryside would be guided and controlled by rural planning boards which would have a primary interest in preserving the property rights of the persons in the area; and the development of beauty and order in the countryside as well as preserving nature. Out of their planning would come certain architectural and landscape forms for the housing and farmstead arrangements.

In the sparsely settled area, special problems arise; but the model cannot be destroyed because of this problem. In the longer run, if the sparsely settled areas become more sparsely settled, then separate social measures would be necessary. People who choose to live in them will, of necessity, be required to accept some of the inconvenience of distance. It is not enough for society to accept the fact that sparsely settled communities will produce less than adequately trained or competent young people; it should move them into the larger society. If one of our major goals is equality and opportunity, then the problem of a sparsely settled community must be met.

In the absence of planning, certain kinds of community patterns are beginning to take shape. One has been called the multiple community pattern. In this type, each social and economic service tends to have its own unique center distinct and oftentimes distant from other centers in the geographic area; for example, a recreational center, farm service center, daily needs center, and health center. Such centers replace the one teacher school, the one doctor community, the country church with a part-time preacher, and the administration of public assistance on a township basis.

NEED FOR AN AGENCY STRUCTURE

Any conceptualization of future community living must include a structure of agencies. An agency structure is essential to every developed society because it becomes the primary method by which the society administers its systems to accomplish its many projects and goals. In underdeveloped societies a major task, usually, is to develop a structure of agencies which will meet the developmental needs. As a general rule the greater the degree of rurality, the fewer the agencies and the more prominent is the role of tradition. These generalizations may be applied to the American society also.

The administrative system of a society fulfills the need of assuring the people of the society that continuity of action, thus custom, will prevail from one period to the next or from one election to the next or from one generation to the next. Society, in this way, builds many of its administrative arrangements into the structure of agencies. Thus it assures itself that order and security will prevail. With this security society may make longer-time decisions.

With the creation of an agency structure, communication is established through strata and across different classes of people, situations, and locations. Thus a structure of agencies is a necessity. People look to the agencies to provide services to them, especially those types of services which a single individual cannot afford or lacks the authority to provide.

THE UNIVERSITY'S ROLE

The university's true role in our society has been the subject of many lectures and studies in the past several years. It has been interpreted in varying ways by different people, especially as an attempt is made to relate the university to the community and families living in the community. If you reviewed the program of all the state universities and cataloged the roles as they are being carried out, you would find great variation and different degrees of emphasis. Some are deeply involved in regulatory programs, some are carrying out religious education, many have programs of a promotional nature, many are involved in consulting, feasibility studies, and contractual research. All have education programs in the broadest interpretation; all are carrying out research programs, ranging from absolutely basic to highly applied research; all are storehouses of knowledge; and in one way or another, all are attempting to stimulate and activate the social action process.

The last four represent the university as a development organization. It is within the context of these four that I believe the university role is most widely accepted. I consider the other roles as somewhat extraneous to the true roles of the university, and are to be found in rare instances where tradition justifies the continuance.

If the university establishes a major goal of relating itself to the rural community, what would it do? As beginning assumptions we may assume: (a) that the point of focus would be the quality of life as expressed in our emerging rural social structure; (b) that it would align itself more intimately with the educational structure of the state

—the need for this action was made clear in an earlier section of this paper describing the new school-centered community; and (c) that the university must establish more clearly its own directions. It cannot be all things to all people.

In more specific terms, what can be the objectives of the university in relating itself more effectively to community living? I will list five and elaborate each one.

1. The university must be a source of knowledge and fulfill, in the fullest sense, the education role. University faculty and libraries constitute in every state the greatest reservoir of existing knowledge. This inventory of knowledge and educational competency backed by the ability to discover new knowledge represents a tremendous resource which somehow or other must be brought into the problem solving situations of the rural community. The new Higher Education Act of 1965 in its Title I provides further emphasis in making this a reality.

2. The university should step up its activity in stimulating social action at the community level. In this way it can refine and expand its role as a development organization. As a development organization it should: (a) help create new organizations which are always needed in a developing community as well as assist the community in dropping some old ones; (b) help develop the natural lines of communication; (c) lead in encouraging innovative and experimental ideas; and (d) serve as a bridge between the present and the future. Universities, to use their exploratory resources productively, should test and experiment with new ideas, especially in a deliberate and carefully planned way.

Throughout generations past, the role of being the bridge between generations has been assumed by the church. At the moment the church is floundering. Yet, it has great inner strength; and a logical outcome would be parallel activities of church and university to the larger objective, the "good life."

To lead the university must locate nodes of sensitivity throughout the problem areas of its concern. These nodes of sensitivity should reflect the true needs for educational uplifting as changes occur. Upon the university rests the responsibility to train and provide the talent needed to project the higher levels of intellectual activity.

3. The university must be an island to reflect the larger society. The United States from east to west and from north to south represents many square miles of open space. The excellent distribution of the universities throughout our nation means that being an island of the larger society establishes a unique and important role. In this capacity the university is the most important institution in any given state in the transformation of certain value systems, particularly urban.

Being an island means also that through the university international affairs so important to the long time welfare of our nation can be brought to the least of the residents of the rural community. No other institution in our society can effectively do this.

I hope you agree with me that the island concept is of very great importance to rural community living.

4. The university must conceptualize the ideal rural life. That is,

it should be able to conceptualize what life in the rural community could be like. It does this by making intensive studies of the changes occurring and relates them to the community. Thus, it paints horizons of a possible life and attempts to relate this picture to the realities of community living. Conceptualization of the future life in the rural community must include planning because of the necessity to eliminate the gross exploitation of the countryside in the absence of planning and control. Independence of the farmer, held as the argument against planning, is grossly overrated.

The university as it conceptualizes future needs in rural life must find ways also to adapt the urban inventions to the rural communities so they can be folded in easily. This is not a small task; however, it can be done. There are many ways through which the urban inventions can be tried and tested in the rural community.

5. The university must serve the function of being a reformer. The university stands halfway between the ideal and the real. Its task is to be the intermediary between them. Thus, in its leadership role it must be an artist and engineer, a conservative and a radical; a stimulant and a tranquilizer; but perhaps the best role category is that of a reformer. If it wishes to avoid organizational dry rot, it cannot be conservative; and if it wishes to be integral with the ongoing society, it cannot be a revolutionary.

To accept the label of a reformer may cause some apprehension at first; one must not be dismayed with the connotation but seek out the true meaning of being an intermediary. The secret lies in the means chosen to obtain the end.

CONCLUSIONS

Without doubt, the university has a major role to play in the rural community. Unfortunately, the university has permitted the community to be submerged under the umbrella of higher production and greater efficiency and thus today the rural countryside and the rural communities lag too far behind in the progress of our nation. The answer, first of all, is to recognize that what we have been identifying as agriculture over the years is now, in reality, two broad areas of concern. One is agriculture as an industry, with economic and technical considerations most relevant. The second is rural life which means primary consideration to people, their welfare as families and as communities living in rural situations.

Because the Agriculture Establishment has given almost all of its emphasis to agriculture, rural life has been neglected. However, the Agriculture Establishment has had rural life staked out as its jurisdictional domain. At the moment the United States Department of Agriculture is making a valiant effort through the Farmer's Home Administration and other programs to make up for lost time. Universities are just awakening to the need.

The Cooperative Extension Service should adopt many of the principles and roles set forth in Title I of the Higher Education Act of 1965 and apply them to the rural communities. It is doubtful, however, that this will take place in the short run because of the propelling force of the strong traditions from the past. It is doubtful also that Title I will be applied to any significant degree in the rural communities because of the feeling by urban communities that they have been neglected, and because the shift in voting power demands attention to the urban community. Therefore, this discouraging note about the future of problem solving by the universities in the rural community must be brought out and discussed. Even though Cooperative Extension Services are making an effort to move more completely into the spheres of activity in the rural community and their progress has been significant, their efforts need to be stepped up and their results made more obvious.

I have enjoyed putting together the thoughts that are contained in this paper. I hope they are helpful to the theme of his meeting.

Thank you.

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HELPING LOCAL PEOPLE TO RECOGNIZE IMPENDING CRISIS

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This imposing title and the frequency of community crises bring one quickly to the awkward realization that there are many more people who are asking questions about avoiding crises than there are those who can provide answers to them, and unfortunately I cannot shift the proportion in any way.

Because of time constraints it is necessary to present the following broad set of ideas in sketch form, and as in an illustrative sketch the central idea will be identifiable but much of the detail for fuller understanding will be fuzzy or lacking. I accept the risk of being fuzzy, never-the-less, in order to have time to bring into this conference discussion more of the main ideas related to the assigned topic.

THE CONCEPT OF CRISIS

Critical to the purposes of this talk is to set forth what is meant by crisis as an operating concept. By crisis is meant that juncture in time and circumstance when a turning point for better or worse can be achieved. It is a time of danger, difficulty and decision. For example, this American Country Life Association is now in a time of crisis—the board of directors and the association must either decide on a program to yield socially significant work or became defunct. If it cannot produce the first, it reaps the second. Times of crises are not always to be considered as bad situations, however. It is most often at these times that citizens seek information on problems for which they no longer wish to put off a decision. Thus, times of crises are often also great moments of opportunity for effective leadership and service.

At this conference the ACLA is choosing to be socially relevant, at the least, by examining how the local community can work toward excellence in performing four broad institutional functions, improving health, improving education, achieving spiritual well-being and raising the performance of local government.

THE FACTUAL BASE FOR PLANNING

These four functions above are performed largely by social and political institutions. Some are voluntary, some public, some are private enterprise. They have a very important characteristic distinguishing them from economic organizations and individual firms. They lag in their adaptation to changes in technology and other environmental changes produced by economic development. The reason economic institutions and organizations change much more quickly and adequately is because they get constant signals from their balance sheets. The balance sheet shows red or black in specific magnitudes, and these compared in a series can show trends. The economic institution adjusts accordingly. Economic organizations also measure the ratio of input to the output of the firm and these form part of the factual basis for planning and management. Thus, planning is considered an important increment of management and has a high priority claim on resources.

The root of the problem of not maintaining excellence in social and political institutions is the lack of measures to show how the institution is performing in terms of its function. There are very few signals which can be used as a factual base for decisions. The few there are may be easily overlooked or missed entirely. Planning as a function of management in these institutions has low priority claim on resources. Further complicating the decisions is the need for public institutions to operate within a public consensus.

Most public boards have a low planning capability. County supervisors, county boards, boards of regents, church boards and school boards generally do not provide themselves with adequate resources to plan and make decisions on a factual basis. Most of the information which is provided is furnished by the subordinate administrators over which such boards are supposed to exercise control. If the highest echelon has relatively low planning capability, it usually results in it making arbitrary decisions. A fine example of this phenomenon is the recent action of the Iowa Board of Regents.[1] The Regents approved, unchanged, the budget askings of the state institutions of higher education for the next biennium. These proposed budgets were nearly 50 percent above the level of the last biennium. One regent said, "It seems that the 50 percent increase these budgets represent may be somewhat of a shock." Another regent retorted that he was not in position to know where it should be cut. Note that it did not occur to them that the budgets might in reality be 100 percent below the functional needs of the university system. But one regent responded to the suggestion to cut the budget somewhere between 24 percent and 50 percent requested by saying, "I don't see how we can arbitrarily cut down. . . ."

The lack of a planning capability by public boards does not sharpen the planning of lower echelons.[2] Local school boards have as little factual basis for decision as do boards of regents, even though they both may from time to time request "special studies" to be made.

State legislatures have the same difficulty in acquiring a planning capability. A large operational gap is not knowing what information is needed and failing to acquire relevant data and information.

The president of Cornell University contrasts the basis for decision available to earlier state officials with the current requirements:

> If one looks at the bills submitted to the New York Legislature at the time Cornell (University) was founded, one realizes what a relatively simple job it was to be a legislator, or even a governor, in those days. The bills required no more than good judgment and common sense. In most cases they certainly required little research, and the technical expertise these bills demanded was minimal compared with bills submitted today."

Most boards of county commissioners are less attentive to planning needs than are state legislatures. They also face a meager financial base to support research which would provide relevant data.

PRESENT SOURCES OF INFORMATION

It might sharpen our interest in finding how better to inform people to recognize impending crises by noting the present sources of information and by rating the performance of these sources. The table below shows my ratings generalized for the nation as a whole. Try rating these yourself.

Source	*Performance Rating*
One's own experience	Good
The "grape vine"	Poor
The reporting of events by news media	Good
The analysis of the meaning of events by journalists	Fair
The political debate	Fair
The official reports made by institutions	Poor
The adult educational programs of institutions (universities, agencies, organizations, etc.)	Poor

As a source of information one's own experience can be rated as good or as poor, depending on whether that experience is recognized within the proper context. If you judge the performance of institutions on the basis of an isolated happening such as a one day visit to the school, or one contact with the police department, or one visit to the hospital, then these personal experiences would rate poor as a means of informing you of the overall performance of these institutions. But still, personal experience is of powerful influence in your decision-making, since this information is intense and is believed by you, and you place a high value on it whether or not is it extensive.

The "grape vine" is too unreliable to rate better than poor as a means of keeping informed on the performance of institutions. Your barber or beauty operator may "tell you where the smoke is but misinform you as to what caused the fire." That is to say, one may learn from the GV, for example, that there is lay dissatisfaction with the church program. Usually these dissatisfactions become attached to personalities even though the real issues arise out of obsolete organizational structures related to the changing population and shifting needs.

The news media are rated good in reporting the occurrence of "events." Nothing much escapes being reported and the news media are ever present. They place priority on the reporting of events. However, James Reston believes the role of newspapers should change. He views the situation this way:

> "Newspapers are no longer the first messengers of the spot news, and television has deprived the newspapers of the great 'picture' story. As a result the modern newspaper is searching for a new role, or should be, and that role lies in the field of thoughtful explanation. . . . We are no longer in the transmitting business, but in the education business. In fact, the

> mass communications of this country probably have more effect on the American mind than all the schools and universities combined, and the problem is that neither the officials who run the government, nor the officials who run the newspapers, nor the radio and television news programs, have adjusted to that fact. We are in trouble on the news side for a very simple reason. We have not kept our definition of news up to date. We are pretty good at reporting 'happenings,' particularly if they are dramatic; we are fascinated by events but not by the things that cause the events. We will send 500 correspondents to Viet Nam after the war breaks out, and fill the front pages with their reports, meanwhile ignoring the rest of the world, but we will not send five reporters where the danger of war is developing, and even if we do, their reports of the danger will be minimized by editors and officials alike, as 'speculation' and hidden back among the brassiere ads, if they are not hung on the spike."[4]

The rather long quote above sums up a situation that is even more acute at the local community level with respect to local government, churches, medical services, schools, and the like.

The analysis of the meaning of events by journalists I have rated only fair, not because of the quality of work of the good ones but because there are so few good ones. They have the limitation of not being able to be informed in all fields and most news publications cannot afford to hire a staff of specialized journalists to cover all fields.

The political debate can be rated only fair as a means of informing citizens of performance of their institutions. Absent from the dialogue will be any information on the church. The political dialogue usually diffuses rather than sharpens the issues with respect to local government; it is limited to problems which have become highly visible and thus it does not forewarn of impending crises as much as it announces the threshold of crises. But, the political dialogue is effective in fostering dissent and thus helps sustain the process of decision-making.

The reports of administrators of institutions are rated as poor as a means of informing citizens of impending crises. Officials who run these agencies are like you and me—we tend to ignore the crisis making problems in our reports, and attempt to sustain the illusion that everything under our administration is being well handled, with few perplexing problems which can overwhelm us.

I rate the university as poor as the source of information to help citizens detect impending crises and preparing them to make decisions. The rating is based on actual performance and not on potential, and the potential is enormous.

As far as I can see the system of land-grant universities is our only real hope of achieving the factual base needed and the relevant education supplied to enable citizens to better manage their public institutions, reform old laws, correct operational gaps in social institutions and renew their perception of the changing needs of people living in a rapidly changing economic and population structure. The university has a wide ranging intellectual base, a research organziation and an information delivery system. This system is very effective in developing and transmitting innovations in farm production and the improved management of the agricultural firm. It is fascinated with its ability to deal with the technological development of the production and marketing functions. But this system has but a minimal interest in developing innovations and transmitting information relevant to the improved management of social and political institutions. Yet it possesses most of the needed components to achieve adequate performance of this function. This system takes an objective and scientific approach to problem solution. It has a tradition of service and commitment to the welfare of people.

SEARCHING FOR A NEW SOCIAL PHILOSOPHY

It is a paradox that the university is so slow to respond to the more sensitive areas of human concern and welfare which arise out of change generated by rapid economic development. The world is being transformed and a wholly new environment is created in shorter and shorter periods of time. It is people which change the world so rapidly—the creativity of scientists, the rapid development of technology by engineers, the fertility of people, and the relative ease by which the individual and the private firm adopts new technology. Our problems in this half of the century grow out of the mad rush of institutions, including governments, to catch up with the consequences of the speed and success of the individual's decisions to adopt the new technology and ideas. In this sense our schools, churches and local governments are not the forces bringing change but are responding to changes created by the behavior of people outside of their influence. Few adopt the credo of Samuel Lubell, "It is wiser to try to catch up with future than to seek to hold onto the past."

It is an unhappy situation for citizens to be continually frustrated and agonized by the social and political crises with which they are continually caught up in and feel inadequate to deal with. The result is a high degree of citizen unrest in spite of the general satisfactory growth in economic development. Citizens do not openly rebel—except in a few countable places such as Watts, South Chicago and others—but many do seek escape in drugs, alcohol, adventurous travel, nitpicking on the President and officials of the U. S. Department of Agriculture, and voting as Republicans for Democrats and vice-versa.

What is a possible solution to citizens' lack of information on the operational gaps in the performance of their social and political institutions? How can they come to know about impending crises and possess a relevant factual base for decisions which would improve the performance and satisfaction with the functions of institutions? The first objective should be to overcome the reluctance of people to accept scientifically-acquired information in the management of their social and political institutions. There was a time when farmers thought that science offered nothing relevant to the problems of managing the resources of their farm. This reluctance to use scientific information in this way has been almost completely overcome. The university at the time persisted in offering information and aggressively advocated its application and use. The university also aggressively concentrated research on these problems and over time was successful in developing a body of relevant knowledge related to the technological needs of increased production and improvement management of physical resources. The system of extension education is integrated with the research enterprise and is unique in performing a technology generating function.

The second objective is to encourage the university aggressively to develop an added research and educational capability—when it must furnish and encourage people to use scientific information for the constant reform, renewal and management of their local schools, governmental institutions, churches, medical and other public facilities.

It will be necessary for this research and educational system to help people gain a better perspective on the changing nature of their social and economic environment, to accept the fact that they are constantly becoming part of a larger community. The services of institutions consequently are being less and less related to geography and more and more related to functions. As Otto Hoiberg puts it, "The process is not one of extinction (for the small community) but rather of fusion with a larger whole which may in the long run be more satisfying for everyone concerned."[5]

Generally, people have ignored or been unconscious of the costs of obsolescence in institutions—acting as though there was no cost involved. Much too little of our public research effort is attempting to quantify the costs of obsolescence and to determine the incidence of those costs in terms of the individuals affected and society as a whole. Using our educational system as an example (a plausible explanation for much of our rural poverty can be attributed to the obsolescence of a schooling system which handicapped many rural youth and thus they pay a high price in terms of opportunities foregone.

NEEDED, ADDED PERFORMANCE CAPABILITIES IN UNIVERSITIES

For the university to be successful in this venture it will, through time, need to develop the resources and expertise fully equivalent to its present capability in technological innovation. This is achievable, and the contribution can be socially significant. Exceedingly high payoffs can be forthcoming in human satisfaction and in success in overcoming economic and social inequities as related to poverty, educationally disadvantaged groups, low quality of public services, environmental decay, etc. There are several things, however, that the university would have to do to achieve this capability.

First, it would have to develop the research capability to provide the relevant knowledge for improved management decisions related to institutions. This research would be an added responsibility apart from the present technologically-oriented university system and not a substitute for the university's present responsibilities.

This new research capability can apply certain already known principles of research organization used by private business, the Defense Department and the National Aeronautics and Space Agency. Some of these principles have been applied by a very few universities for intermittent periods of time. The main characteristic of this research is that it is performed within the constraints of a specified and integrated system. For example, in developing the capability to put a man in space it is necessary that the science, the hardware, and man fit successfully into an integrated system. It would take pages to list the different disciplines involved and to name the major components harmonized in this system ranging from the necessary thrust mechanism and guidance system to human nutrition. Research is in a reciprocal position, that is, it influences and is influenced by the objectives and specifications of the system. The particular research effort is confined to the problems which are highly specific to the adequate performance of the complex system in development. Thus, the research is judged in its effectiveness in terms of successful performance of the system, "It's got to fly, or it's a failure."

The problems of bettering a nation's schooling system, institutions of self-government, etc., are complex systems too and will require for their ultimate development that the performance of research related to these systems be as sophisticated and manageable as that related to our space program. In the end this may turn out to be one of the most valuable lessons of the space program. It may teach us how to organize research around the developmental needs of complex systems which require an integration of functions.

Secondly, the information delivery system has to be able to bring the people and the problem together so they understand the environmental context of the problems, the causes, the alternative choices for solution, and the consequences. This delivery system must be capable of extensive as well as intensive education. It will have to succeed in educating audiences of one individual and of many millions.

If the university now had the relevant information, it has the capability to educate an audience of one or a roomful, a few hundred, and on rare occasions several thousand local residents, but not millions. I may be safe in asserting that there are individuals in our society who can influence more of our adult citizens than can most of our universities, if I choose the likes of John R. Galbraith, Ralph Nader, the late Rachel Carson, Admiral Richover, and James Conant, for examples.

It would seem likely that the universities can develop a system cojoined with the mass media—each performing its unique functions but with some reciprocal responsibility. The special information needs of people can be worked out, such as the need to inform local people on local parochial issues but also to reach vast regional and national audiences with information relevant to the development of a general consensus. Most, if not all, of our serious social problems related to education, adequate government, excellent health services, needed spiritual guidance, civil rights, and many others, have national and regional components as well as state and local components. Progress is speeded if these can be worked on more or less concurrently. At the moment the state university has great difficulty in focusing research and education on the national and regional components of these problems.

Thirdly, to succeed the country and the university needs a few men of our time who can, as Seaman A. Knapp did in his time, move the research and educational system past the many doubters. Success in our age will require more inputs than a strong individual to bring about the formulation of prototype systems of improving our capacity for social innovation. At the least, we need a special "Manhattan Project," with intellectual resources locked up to solve a critical problem. In this case the problem is how contemporary society can develop the information needed for public institutions to perform with brilliance—and how this information can be brought to the attention of thoughtful citizens.

FOOTNOTES

[1] As reported in the Ames Daily Tribune, Ames, Iowa, June 18, 1966, page 1.

[2] According to many observers the result of McNamara's building a sophisticated planning capability into the Department of Defense was to sharpen the planning of the separate services in the defense establishment.

[3] President of Cornell University, "New York's Development and One Man, One Vote." **Cornell Community and Resource Development Series,** Bulletin 1, p. 18.

[4] James Reston, "The Press and Foreign Policy," **Foreign Affairs,** Vol. 44, No. 4, July, 1966, p. 569.

[5] Otto G. Hoiberg, "In an Urban Age: The Predicament of the Small Town." **Adult Leadership,** May, 1965.

ORGANIZATION FOR INFORMING THE CITIZENS—HOW VIABLE?

*By Burton W. Kreitlow, Professor of Educational Policy Studies,
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Your expectations at this session may have been for a lecture on use of the mass media—newspapers, radio, television, billboards—or even public relations campaigns as done so effectively by farm organizations or schools.

That's not what I've been asked to do. You're going to look in on two communities that became informed on an educational problem and resolved it. You'll see an organization for informing citizens that worked. I'd like to describe both the process and the results.

Two rival communities (neighbors, you understand) had to have a common understanding to go the first step. The organization for community understanding was such that a *giant step* was taken. You'll see the results of the giant step in the first 15 feet of the film, *Community Schools Can't Stand Still.*[1] (In the conference report you'll read, not see, the story.) You'll see that the most viable system for informing *is involvement.* The last 20 inches of the film will picture the actual participants in their real roles. These were re-staged for the film but neither rehearsed nor revised.

Here are four things to watch for and consider as you see or read this story of Wisconsin Heights:

1) To what extent is citizen involvement an essential ingredient to educational development in a community?

2) Is it the role of the social scientist (teacher, extension agent, etc.) to plant the seeds of change in community?

3) What are the most effective roles of inside leaders? Outside leaders?

4) How do you get the community tongue to wag up and down?

(In this printed summary the explanation of the development process at Wisconsin Heights follows closely that printed by the American Association of School Administrators in their book, *School Administration in Newly Reorganized Districts,*[2] and is used with their permission.)

School district reorganization took a long time in the Black Earth and Mazomanie communities. They became a single school district — Wisconsin Heights—after years of effort, resistance, and hibernation.

Reorganization began before 1949, when a number of the elementary districts became part of a first-through-twelfth-grade system, encompassing the Village of Black Earth and some of its surrounding farm area. This was the first big change in school districts in the history of these two communities. Yet, when a positive move to reorganize districts was made, when the controversy over the combination of the districts of the two communities took the center of the stage, participants from the two communities—both proponents and opponents—worked hard and long to study all aspects of the proposed change, to deal with the issues in open forum, and to think the problem through on an educational basis as well as on the basis of increased expenditure for increased education.

Serious work toward the goal of a more effective district began in the fall of 1959, and on Jan. 11, 1960, a formal request for a study of the two communities and a third community, Arena, was sent to the county superintendent's office.

The school administrators did not exercise their leadership immediately; they too had their controversies to resolve. Their sparring seemed to be a forerunner of controversy that stimulated the boards of the different districts, and later the citizenry in the communities, to enter into a serious study of the reorganization process.

The period from 1959 to the present has been one of community study, decision making, replanning, rebuilding, and innovation. The initial concerns and explorations were with three communities, Black Earth, Mazomanie, and Arena. Later, when Arena reorganized with its neighbors in another direction, the developments revolved only around Black Earth and Mazomanie. There were meetings between the school boards, requests to the county superintendent's office for area studies, communication among the school principals, serious discussion between proponents and opponents at every stage, and proposals made by the boards of education that in effect identified the broad goals of education. These intial statements were in positive terms, but in the early stages of the study they were more traditional than innovative. There were different value systems operating in the communities of Black Earth and Mazomanie. There were somewhat different cultural and ethnic backgrounds in each community. There were bridges of understanding to be built, and the continuous controversies and discussions built them.

Contacts followed between school boards, administrators, and citizens of the Black Earth and Mazomanie without much visible success. The county school committee took action in August, 1961, suggesting that an advisory committee be chosen from the school boards of the two communities to organize for formal study of the problems. The school administrators were not to be on this committee until invited to join. This advisory group of six was formed and began meeting during the fall of 1961.

The advisory committee made some progress in its effort to gather the information and materials to be presented to the public, in spite of real differences of opinion between the two communities. A tradition of competition had developed over a period of more than 50 years, causing each to raise questions about the possibility of ever being able to work with the other. There was evidence that the two administrators could not work together with complete freedom. Some of their feelings carried over to the school boards. Their difficulties came both from the competitive history of the communities and from the very nature of reorganization in which an inherent threat exists.

A petition for a hearing on reorganization was filed with the county on April 5, 1962. Because of the antagonism between the two communities, it was quickly recognized that a neutral site would have certain advantages for hearings on the petition. The neighboring town of Arena was chosen. The formal and appropriate procedures were used during this session, and of the 250 people attending the hearing the formal opposition was limited to one person. A petition was submitted to the county school committee on May 7, 1962, and was approved. In essence, it called for the dissolution of the school districts and the creation of a single new district. Simultaneously, this petition requested that a referendum election be held and that a site for a needed high school be identified in the referendum.

In some respects the recommendations for putting all of the eggs for reorganization in a single basket—dissolving the districts, forming the new district, and identifying a new high school site—was a gamble. But by this time the public had been informed and involved. The fact that the advisory committee had been meeting for a year and had publicized its findings made such a decision tenable. Following the filing of the petition a number of public meetings were held, and the school boards and administrators made themselves available to discuss the proposal at all public meetings in the two communities—from civic groups to social clubs. On June 26, 1962, the election was held, establishing the new district and identifying the site for the new high school. Of the 854 votes cast, there were 531 votes for and 323 against. While the vote indicated a clear majority, it nevertheless identified the persistent opposition that existed in the two communities. But the decision for a new district had been made. The next steps were to make use of the opportunities provided by the pooling of resources for better education.

One of the opportunities available in most reorganized districts was present here—the opportunity to build a new school. It led to an obvious first step of observing new schools in the surrounding area. This community, however, took the second and more important step—a look at new schools in surrounding states—and then the still bigger step of seeking out schools across the nation that were known to have innovations in their program and/or their building design. This, in turn, led the school board to invite consultants to their meetings to talk about what was being tried in specific areas of instruction and what possibilities ought to be tried. The consultants came from the state universities, from the colleges, and from equipment manufacturers. This led to a positive attitude toward innovation on the part of the school board. No longer satisfied with the routine in Black Earth and Mazomanie, they wanted to move ahead.

The school board and the administrators were asking themselves questions that, had they not taken advantage of these opportunities, would never have been asked. They asked of each other whether the present teachers were adequate to handle a changed and improved educational program. They asked whether present salary schedules would attract teachers who would move inventively to improve education. They wondered whether it was possible to re-educate on the job those teachers who, though routinely attending summer sessions at colleges and universities, had never really moved outside the shell of the traditional classroom. The more these questions were asked, the more sophisticated the school board became.

By using the opportunities presented by reorganization, the board was able to study the educational objectives of a brand new community formed by the merger of the two school districts. By capitalizing on the opportunity to build a new high school, the board could incorporate the objectives decided upon into a physical plant uniquely suited to realize them. It could also capitalize on the natural interest of rural folks in a major building project. A citizens committee spent several months trying to answer the general questions as to the nature of the curriculum for this kind of a rural community. What was the school building to be? What was it for? Could the objectives of an educational program be visualized so that practical people on the school board could see what they wanted before constructing a school building just like many other buildings in the state?

The more the board looked at the ideas turned in to them by the citizens committees and by outside consultants, the more they realized that the new high school had to be built on a learning-center concept. This concept came out of an attempt to explain to an architect what was meant by making the building conform to the objectives of the developing and now more clearly envisioned program for the school.

Figure I was drawn by the architect as he attempted to visualize what the school board was saying. The inner circle in the figure contains the student work stations equipped for individual study with everything from a single book to programed instruction or audiovisual materials. The second circle encompasses more general information sources usually associated with books. The third circle is the resource of the teacher. His office is a place where teacher and student can work together. There is space to hold small group discussions; there is a place for storage of program materials. The outer ring refers to the areas in which large groups can do simultaneous learning, as in laboratory, lecture hall, and classroom. Further study of the learning-center concept made it possible for the administration, the school board, and the community to look at more distinctive learning situations that should be provided for in a high school. There were (a) opportunity for independent work, (b) opportunities to work in a one-to-one relationship between teacher and student, (c) opportunity to compare thoughts in small discussion groups, and (d) opportunity to take part in large-group situations such as lectures.

To bring in these opportunities for learning, a functional arrangement within the building was required and developed. This did not mean constructing buildings like those in other surrounding communities or buildings such as Black Earth and Mazomanie had had previous-

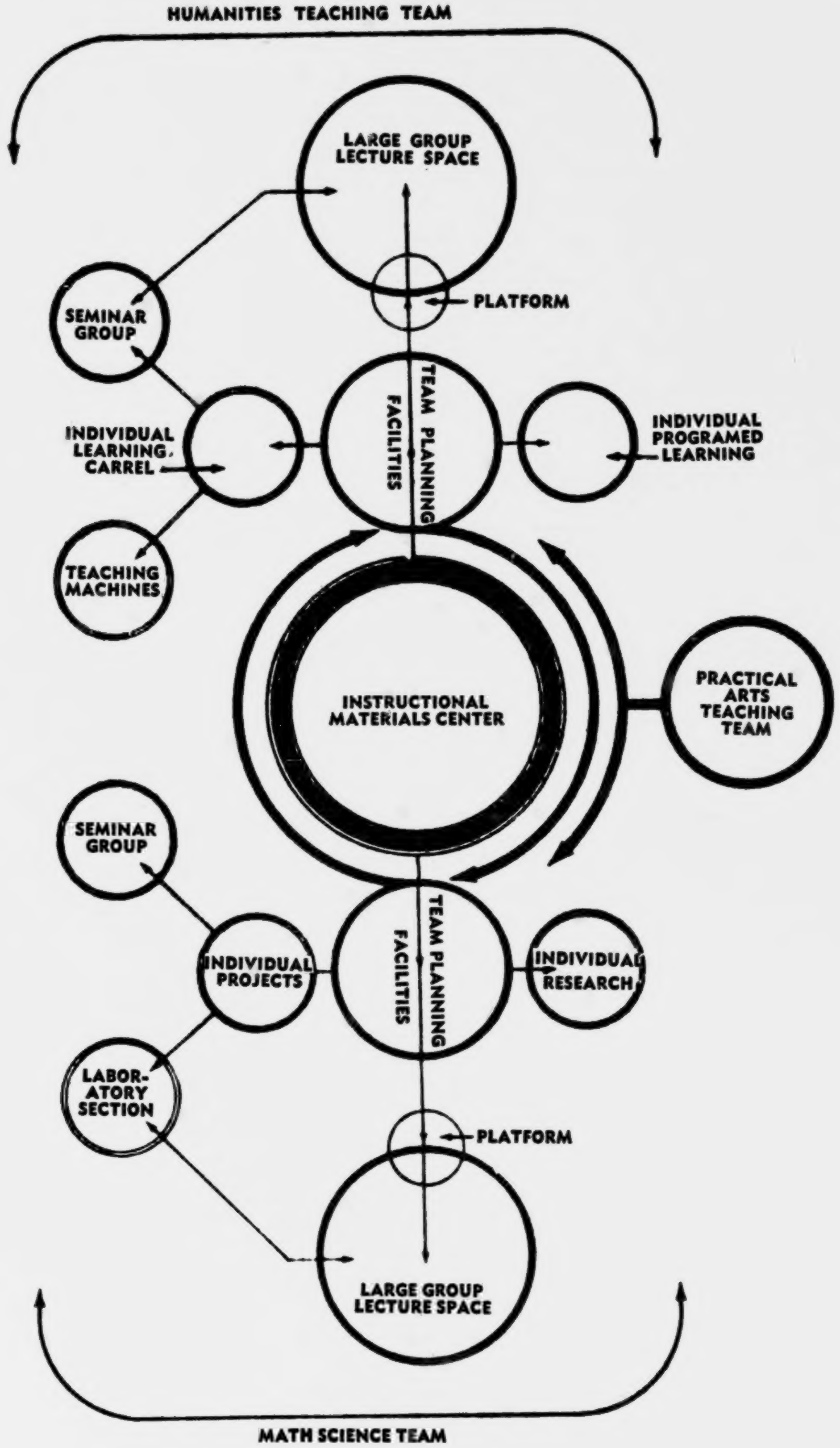
HUMANITIES TEACHING TEAM
LARGE GROUP LECTURE SPACE
PLATFORM
SEMINAR GROUP
INDIVIDUAL LEARNING CARREL
TEAM PLANNING FACILITIES
INDIVIDUAL PROGRAMED LEARNING
TEACHING MACHINES
INSTRUCTIONAL MATERIALS CENTER
PRACTICAL ARTS TEACHING TEAM
SEMINAR GROUP
INDIVIDUAL PROJECTS
TEAM PLANNING FACILITIES
INDIVIDUAL RESEARCH
LABOR-ATORY SECTION
PLATFORM
LARGE GROUP LECTURE SPACE
MATH SCIENCE TEAM

FIGURE 1

ly. It did mean designing a building to fit the learning-center concept. The real open door to opportunities in reorganization came to these communities when the decision was made to develop, not to copy, and earlier than this, when the decision was made to turn citizens committees loose and let them study and learn and bring their ideas back to the board of education.

After this door to opportunity was opened came the added work of planning for the new concept. It was recognized that this would take a long time and perhaps even delay the move into a new high school.

The emphasis was placed on readying teachers and students for the new learning opportunities to come when the new school did open in the fall of 1964. Thus, curriculum organization experiments began in 1963-64 in the two existing high schools. Along with this came application and acceptance to participate in the University of Wisconsin's Improvement Program. The Wisconsin Heights School District became the smallest school system in terms of wealth and pupil numbers to be accepted by this program. As preparation of students and teachers went on and plans for the school building were completed, the public could see the potential for quality resulting from reorganization.

The referendum on the bond issue passed in spite of the fact that opposition was organized to hold down expenditures. The contract was let, and the community began seeing in brick, mortar, and glass that theirs was no usual public high school. The symbol of the community became one of opportunities to use, not problems to solve.

After two years of operation the concern of the two communities is not that they moved so far so fast in updating high school education; it turns instead to the task of making vanguards of the grade schools as well.

A view of what happened at Wisconsin Heights—whether by living through it as a local citizen, viewing it on film or reading a description of the actions taken—does answer the questions asked at the beginning of this presentation.

Question 1—To what extent is citizen involvement an essential ingredient to educational development in a community? *Answer*—To the extent that the educator and the citizen are willing to accept real rather than surface change. Brick and mortar can be put together by fist pounding administrators and impassioned pleas of school boards, but a total educational development program in a community can be put together only by knowledge and positive goals of an informed citizenry.

Question 2—Is it the role of the social scientist (teacher, extension agent, etc.) to plant the seeds of change in a community? *Answer*—No doubt they often do, but in a viable democracy the seeds of change are all around us. The social scientist has a more crucial role than planting seeds—it is that of spading up the hard-pan on the surface of community resistance; help get intra- and inter-community communication underway; help keep the positive potentials of change in focus; help meet reasonable objectives in reasonable ways; and when the time for decision comes, let the informed citizens make it themselves.

Question 3—What are the most effective roles of inside leaders? Outside leaders? *Answer*—The inside leader has the tasks of providing for both content and organization. The outside leader may often appear to be the most crucial in that he brings prime content to the community setting at a crucial time. Yet this is secondary. Without an organized and literate citizenry who can respond to the leader's fare of outside resources, the resources fall on barren hard-pan.

Question 4—How do you get the community tongue to wag up and down? *Answer*—Educators should occasionally learn lessons from their own personal reactions. If you are uninformed about an issue, you tend to be against it or, at most, neutral. To speak positively of something you must know something about it or you're soon found out. Positive tongue wagging—saying "yes, we need to do this," comes with an understanding of the issues, knowledge of the alternatives and a willingness to be involved in the decision making.

Organization for informing the citizens is viable to the extent that the citizen is involved in the process. Remember, deep citizen involvement in a community problem leads to positive tongue wagging, positive decision making. If as an educator, you're more comfortable taking a small step at a time, you'd better not organize for a community to study its major issues and suggest change. The citizen is often more ready and more likely than are you to see the wisdom of that "giant step." If you lead a community through the educational process of problem solving, you'd better be ready to establish tomorrow's program today. That's what happened at Wisconsin Heights.

FOOTNOTES

[1] Available for rent at $5.25 or purchase at $175.00 from The University of Wisconsin, Bureau of Audio-Visual Instruction, Madison, Wisc. This film was shown to conference participators. In these proceedings a verbal summary is substituted for the visual.

[2] American Association of School Administrators. **School Administration in Newly Reorganized Districts.** Washington, D. C.: The Association, 1965.

REACTOR PANEL

E. W. AITON, Director of Extension, University of Maryland
MARK WELSH, Farmer, Secretary, Md.
MRS. FRED C. ERNST, Homemaker, Clear Spring, Md.
GEORGE WOOD, Extension Agent, Frederick, Md.
MRS. HOWARD KOSS, President, League of Women Voters of Maryland, Annapolis

CHAIRMAN AITON: We will be quite informal. We have not rehearsed nor agreed on what we are going to say. This is a Maryland group at the moment, but if you had lived in Maryland very long, you'd find out that most of us had come from some place else. That is just one of the characteristics of the whole eastern coast megalopolis area. But we still consider ourselves as loyal, dedicated citizens of our state and area.

The purpose of the panel is to interpret and to localize, to bring home to our communities some of the things which you have been saying in these two days. First we will have a grass roots farmer talk to us a few moments, Dr. Mark Welsh. He resides on the Choptank River on the eastern shore of Maryland where he has a fine home and grain farm. He was formerly employed by the University in one of our programs related to the livestock sanitary service. He was born in Michigan and educated all over. He is married, has a family and is one of our leaders in agricultural and public affairs.

DR. WELSH: I have no hesitance in discussing this subject because I am not hampered by any facts. To hear Ed Aiton tell this you would think I was thrown out of several colleges. I have not, but I have had an opportunity to see some of the developments that came suddenly. One of them occurred right here in College Park many years ago when Washington suddenly grew and folks flocked in here from all over. This necessitated the development of the Washington suburban sanitary commission whose objective was to supply us with water and to take care of sewage problems. Unfortunately a lot of the scars resulting from failure to plan ahead are still evident in this whole community.

A few years later I was up in New York where they put a new bridge across to take the people from Rockland county on over into New York, and we had the reverse flow. They didn't call this Rockland county for nothing. It was rocks. You could go down anywhere from one inch to six feet and you hit hard granite. You can well imagine the difficulty of a large population suddenly coming in and trying to put in septic tanks. It just didn't work. The result was panic. They got planning after the people arrived and it was a little late.

My last assignment was over in Princeton, at one of our laboratories where we had the same thing happen. A large number of the research organizations came in and located around that Princeton area. There were only township governments. Each township was autonomous and we had plenty of trouble.

MR. AITON: Let us move ahead to the one native Marylander on our panel. Mrs. Fred Ernst is a rather unusual and remarkable person. A farm homemaker, she and her family live near Clear Spring. Mrs. Ernst, there are many things we would like to say about you, but I mustn't take the time. Won't you just introduce yourself a bit with some of your remarks.

MRS. ERNST: First I want to thank this group for the opportunity of being here. I was apprehensive about coming into a group that is completely professional, but immediately I found from Miss Humphrey's opening remarks that she knew all about me, that she knew the conditions in the counrtyside. Several times in the talks I felt maybe I was away from you, but then suddenly we came back together. Washington county where I live is a nicely balanced rural-urban county. We have fine relations between the city of Haegerstown, the farm population and the nonfarm population out in the county. Business leaders respect farmers very much, but it probably is because most of them had a rural background too. They delight in telling me the minute they know that I am from the farm that they were from a farm and they know what it is. But in the next generation this condition will not be existing.

In Haegerstown and Washington county two or three years ago, an effort was made by the Economic Development Commission to pass a zoning ordinance. Evidently a zoning ordinance was drawn up and brought into the community. It was not worked out by the community, and of course it met all the hostility which you are aware of, which you have indicated in so many of your remarks. So the Commission had to back down. Then they established a protective and restrictive planning committee to work under this commission. They had changed the words some, but people still realize what it is.

As a member of the homemakers' council I have been asked to serve on this committee. Previously the members were all men and they were representatives of the different organizations. They have been attempting, politically, to accomplish zoning. At our first meeting they asked what the homemakers could do. If you understand the makeup of the homemakers clubs you know we cannot take political action. We are an adult education program. So I had to make this clear. And suddenly it occurred to the men that this is what they should do. One of them said, we don't have time. But they had no alternative, so they have now launched an educational program.

My problem is what kind of material to present to our homemakers clubs. We have a state community development chairman, a county community development chairman, and a local community development chairman, and we pass material down. I have been given the privilege at the October meeting of presenting the problem of planning for the county. I am an opportunist, of course, and I thought this would be the chance to ask somebody before you leave today if you know of materials that could be a logical beginning.

MR. AITON: We will get into some of these things. I would like to mention that Mrs. Ernst has three wonderful children. They are all graduates of this institution. Do you have any feelings about these children going to the university, leaving home, perhaps leaving the community?

MRS. ERNST: Since you asked me to talk about my family, I will. Our son, the eldest, graduated from the university in animal science, and chose to return to the farm. He had the opportunity that other graduates have to go on for research and his masters, but he wanted to farm. And at the time he felt that further study would narrow him instead of broadening him. He and his wife are both graduates of the university. You are aware of the farm economy now and what it involves, the problems, the disappointments and discouragements that there are. I see them loving farm life. They keep right up with the livestock and crop programs. They love it. But they have problems because they are not making enough return from the farm. Sometimes we figure that the four of us in the two generations are making one decent salary. I am wondering how long my son can afford to farm. This is a family farm that can be his someday. Our daughters declared when they grew up that they would marry nobody but farmers, but somehow they changed their minds. They are both down here close to the university and they long to live out in the country again.

MR. AITON: In other words, mixed up with some of these broad social and economic changes which we have been talking about there is still the hard, cold reality of where does the payment on the tractor come from even on a 333-acre livestock farm. George Wood, one of our very good county extension chairmen, has agreed to pinch hit for Mr. Ernst whom we had hoped could be on this panel too. Mr. Wood is in the county located approximately 40 miles north of here. About half of all the dairy and milk products raised in this area are raised in Frederick county. Mr. Wood is himself well-trained as a dairy extension agent, but has chosen with some nudging from the state extension office to choose resource development as his field of effort for the farmers and homemakers of Frederick county. He, too, has a wonderful family and many experiences behind him, but I don't want to take his time. George, in your work now with many organizations in this good, agricultural, dairy county, what kinds of experiences are you finding in helping to develop the human and the natural resources of a county for the benefit of the people who live there?

MR. WOOD: I would like to start by saying that when you not only live but work in a particular area you have a great need for getting out to conferences such as this and listening to other people who are interested in more than one community. We tend to become very provincial in our approach if we don't do this. I think this is true of extension agents. It is true with farmers. We listen to each other and if we don't watch ourselves, we become as a group against changes. So I think from that standpoint conferences of this kind are very beneficial.

I would like to share with you several impressions I have had as I sat through these two days. One is that there simply is no adequate substitute for knowledge. I believe every speaker has emphasized this point. I think it will be true with Mrs. Ernst in the situation she has outlined in Washington county that there is a need to understand, to acknowledge that opposition to community change is a normal reaction. I think also there is need for the examination of the role of "the professional" in community development and also that of the "lay leader." There is need for these to get together and to re-examine these roles in view of the current situation.

It really surprised me to learn that there is a broadening gap between the rural and urban groups. I had a feeling that it was narrowing, yet most of the speakers indicated a concern about this gap widening. Another idea which struck me as being very good is the functional community, not necessarily by political subdivisions but in the approach to all problems. I am really indebted to the speaker who stressed the wholeness of community. I know that as an extension agent I have an internal battle to avoid promoting extension rather than the development of the whole county. Farmers have this great tendency.

I was hoping this group would say more about the role of the county governing bodies. They are the ones elected by the people to get these things done, yet no one apparently has any expectations from them. This I was a little disappointed in. I think also that you have not said very much about the impact of federal legislation. Serving in community resource development I find this impact so great that I really can't grasp it. These, Ed, are my general impressions.

MR. AITON: Very good. We hope to come back to these. First, let us move along to Mrs. Koss who has very kindly agreed to serve as "anchor man." She also has a rich background of community work in her own community west of here, Montgomery county. She is currently the president of our state League of Women Voters. Mrs. Koss serves on numerous committees and has an office in the state capital. She is married and a homemaker with two daughters.

MRS. KOSS: I can't begin without mentioning that I was brought up in a small town and that my first employment was with the department of agriculture. For the last 15 years I have been primarily interested in stimulating informed participation in government. I think a great many of the things that were said here these two days have to do with that. I have to believe that people when informed make the right decisions. I think the film this morning was a very good indication of how citizens do reach the right decisions. One of the speakers listed various sources of information. And tied very closely, at least in my mind, with information is involvement We find that one of the best sources of information and one of the best means of involving people is for them to see how government operates. Go and see the county commissioners to learn how they make decisions and on what basis. Or your school board. Or whatever is near at hand.

One of our problems is the question of leaders. Where do they come from? What is their role? One of the things that happens, I'm afraid, is that when we do get involved leaders and interested citizens, very often the professionals keep them at arm's length. If effectiveness follows involvement then somehow this gap has to be bridged.

The citizen leader-volunteers have a role to play. The professional has no reason to fear them. The planner, in order to get community support for whatever changes in community structure seem to be indicated, has to get the citizen in on the beginning. Much has been said here about the function of the ACLA as a catalyst. In the work of the League of Women's Voters, we find that we are most successful when we act as a catalyst, when we try to present problems or information and get someone else to take on the job.

MR. AITON: Mrs. Koss, do you feel that it is enough to give people the facts and alternatives, and then they will arrive at the right decision, or at least a democratic decision? Or should professionals, for example, have a specific point of view, sell that point of view, and then let the chips fall where they may.

MRS. KOSS: In the general broad spectrum of the functioning government, we try to give information and alternatives. On issues we feel strongly about and that no one else is taking up, we do take a position and say that this is the way. I think you have to make value judgments as you go. I don't think you can say this is the role you play in all situations. I think professionals also have to make value judgments in terms of the specific situation.

MRS. ERNST: I don't know how many of you are acquainted with Dorothy Emerson who was the state leader of girls' 4-H work. She is now retired but very active with the federal extension service. She has taught us that when time is here with an idea, the idea pretty much takes care of itself. I have a little illustration. The last several weeks I have been baling straw. This year we have added a bale thrower. The only way you can control the landing of the bales is through a tension which controls the distance, not the direction. So these bales fall as they will in the wagon. A number of times when I would be half-way through the load I would realize that most of the bales were on one side and that maybe I should stop and rearrange these bales so that I could get more on the load. But rather than do this I would take one more chance. And invariably the bale would land and bounce over to where it should go. So as I rode along I thought this is teaching me a lesson. Maybe I am not nearly so important as I think. That's the way the bale bounces. Sometimes I wonder how important we are in pushing these ideas around.

MR. AITON: At this time let us get general questions or ideas and suggestions from the floor. We will not have time for any extended speeches. Are there questions which you would like to bounce off the panel?

AUDIENCE DISCUSSION.

WHO SHALL TAKE THE INITIATIVE?

By Paul C. Johnson, Editorial Director,
Prairie Farmer Publishing Company

It would seem to be quite clear from the papers and discussion which have come out of this ACLA conference that initiative in bringing about change in the community comes from two sources, the informed and aroused citizens and the professional leaders of programs whose business it is to be the architects of change and improvement. For the first, initiating change is the intelligent exercise of citizen responsibility. For the second, it is doing a job imaginatively and with a view to the needs of the community and the cooperation of local volunteer leaders.

It occurs to me that we should give thought to the nature of the "product" resulting from this process of community change or improvement. The end product of the planning may be a swimming pool, a new school, or even a zoning ordinance. A result of equal or greater value may be the self-study by which the community through its people learns its potential as well as its limitations, the interaction of professionals and citizens working together, and the melting down of old animosities or organizational rivalries. In short, a community may learn what many individuals have discovered for themselves. That is, it is more fun to plant and tend a young tree than it is to sit in the shade after the tree is grown.

Any community that has undertaken a complex community improvement project and carried it to at least partial fruition has enormously increased its capacity for further improvement.

I will identify some of the problem areas that have to do with taking the initiative to bring about needed change.

THE PROBLEMS OF EXISTING COMMUNITY STRUCTURE

Existing governmental and voluntary boards and organizations are a part of the problem in every community that is lagging behind in its adjustment to changing times. We can also hope that these can be a part of the solution, for old power structures seldom die—they just fade away.

The township no longer has much function or purpose in most parts of the country. The roads have gone where the money is—to the county or state. The township assessor is on the way out, and the justice of peace has long been the butt of jokes. Erosion has about taken care of this problem. County lines are more persistent and there is something to be said for retaining county government or its equivalent on a larger scale.

Whenever planners get together they are inclined to think of these governmental structures (add the municipal forms to those I have mentioned) as obstacles in the road to new and more viable arrangements of local resources. There is justification for this attitude because too often the old political subdivisions have virtually no relevance to the new structures which have to be built before a community can start moving again.

Closer study may show, however, that the obstacle course is not as bad as it looks. The resistance to change is more psychological than financial. Most local officials are badly paid and even less appreciated. These people are citizens too, capable of enlistment in any good and imaginative cause. There are rivalries to be dealt with, of course, such as the resentment of the little town against the big town that is taking away its business. But the only way to put these feuds at rest is to hitch the interest and leadership to new projects that will help both.

Fear of the unknown, suspicion of change, apprehension about domination from the outside are all perfectly normal reactions, both for local officialdom and the rank and file of people.

Ground must be plowed, cultivated, and seeded before anything big can be undertaken in planned community improvement. Strong understandable positives must be raised up to overshadow the many small negatives that pop up overnight when change is proposed. This is a job for both the professional planners and the citizen leaders. Either is likely to take a licking without the other.

THE PROBLEM OF TIMING

Proper timing is at least 51 percent patience, but I recognize that most communities are too patient, or at least too phlegmatic about dealing with changes that have become obvious, at least to the professional. Patience is a two-way street. There is the patience of the wise leader who has established his objectives but takes time to prepare the ground, and the patience of those who choose to suffer in silence rather than hump themselves to do something.

Change is not something to be sought for its own sake. We aren't in this thing just for kicks.

Some problems quietly solve themselves. The million and a half people whom the Bureau of Census still calls farmers but who have less than $2,500 gross farm sales have to a large extent solved their problem while the experts have been discussing them as statistics. When the farm became inadequate, they got jobs running school buses, working for the highway department, or they resorted to a hundred and one ways of solving their income problem. For all practical purposes, they are already out of farming. There is no better adjuster of the farm problem than the presence of more attractive jobs beckoning from off the farm.

We all need to recognize that change for the better is always going on. I suppose any kind of change can be helped by planning, but there are needs which work themselves out more or less smoothly in the context of the current situation, and there are others that get dammed up to the point where they need blasting, or at least an intelligent unravelling.

In other words, there's a time for nature to take its course, a time for treatment, and a time for surgery. Leaders, whether volunteer or professional, should not be knife-happy. Or if we decide an operation is necessary, we should prepare the patient well.

This was brought forcibly to my mind this summer when I traveled in Colorado on my vacation. I had with me a friend who had been a county agent in Minnesota for many years. Naturally as we traveled we gravitated to county agent offices to talk about cattle, farming and the future, or lack of it, of the extension service. In one mountain community the local agent was telling us about the hard time ranchers were having to meet the rising costs of raising feeder calves. This community had heavy snows that came early and stayed late, making it necessary for the ranchers to do a lot of winter feeding. They were finding it very hard to meet competition.

But the same snow which made things rough for the ranchers set the community up as an ideal site for winter skiing. The town had turned decisively toward this new source of income. This necessitated some zoning changes that were put to a vote. The vote failed because, as the county agent said, the ranchers resented the skiers and they did not like the new developments. "We went at it too fast," he said, "and lost out in the vote because we didn't take time to prepare people." Then he added, "Next time it may go—the ranchers are now buying skis and joining in the fun."

PROBLEMS OF PEOPLE AND POWER

People will be people and power structures will hang on stubbornly, so those who would initiate change have their work cut out for them. How do communities change?

First, of course, there is the pressure from above, made effective by clout of one kind or another, the greatest of which is the offer of federal or state money. There's no doubt that this kind of clout is responsible in great measure for the rapid changes in our school systems. The impact of federal legislation expressed in terms of matching or give-away funds with a big IF attached must not be underestimated.

These pressures will be used more extensively and intensively in the future than in the past, which leads me to offer a two-pronged warning. The first is a "those who live by the sword will die by the sword" kind of a warning. Federal programs pushed from the top by political hacks, or even trained professionals, can go very, very sour if local leaders and legitimatizers are not brought into the picture. And here it may be necessary to by-pass the local power structure and identify the intelligent, capable citizens whose love for community is greater than their love for political party.

My other warning is that government is very much dependent on something which we have come to call "consensus." Clout or no clout, a lot of the things that need most to be done will not be done without someone first helping the community to study itself and to arrive at the best course of action. If that is done you can be quite sure government aids will not be overlooked.

Once we understand the necessity of stirring local interest and stimulating and enlisting citizen leadership, we can be of great help in seeing to it that ideas and skills are made available by the professional and academic communities. Here ACLA can be of greatest help.

Those present at this conference may be able to function in our separate capacities and in the name of the organizations we represent. There has been much talk today of the interrelation of the professionals and the citizen leaders. Let me say here that the role of the pro is increasing in importance, and the squeamishness on the part of the citizenship to use such services is evaporating very rapidly. And that's all to the good if we don't forget that the pros cannot do the job alone.

The functioning of the citizen-leader cannot be adequately treated here. It would be a fit subject for a whole conference. I will mention a few key ideas, most of which have already been offered at this conference.

Agriculture can no longer dominate the rural community. The thinking of leaders should transcend old boundaries, recognizing that there are many overlapping communities based on the interests people have. When we speak of people we must remind ourselves this means all the people. It is hard for many to learn to accept scientifically developed information, especially in the social sciences. Progress costs money, but what is the price—yes, the money price—of obsolescence? What tools of communication are at hand in the community, and how do you put them to work?

In conclusion, we should realize that the climate of change is much better than it has been for many generations, perhaps in any generation. The human material we have to work with is better, even in what we would call the most backward communities. The educational level, though low, is higher than it was a generation ago. Awareness of the outside world is much greater, thanks to the automobile and television. One sometimes wonders if the leaders and not the people are the worst foot-draggers.

Finally, it is time to give thought to a worry which has been mentioned at this conference, but with which we have really not come to grips. That is the idea of analyzing change to see what is inevitable and what is optional, and how we can apply our value judgments intelligently and responsibly, with a feeling for persons, whole persons, living a whole life.

ACLA MEMBERSHIP—1966

INDIVIDUAL MEMBERSHIP

Ackerman, Joseph—Farm Foundation, Chicago, Ill.
Adix, Rev. H. M.—American Lutheran Church, Seattle, Wash.
Agrimson, Rev. J. Elmo—American Lutheran Church, Bismarck, N. D.
Aiton, E. W.—University of Maryland, College Park, Md.
Amundsen, Rev. Wesley—Seventh-Day Adventist, Washington, D. C.
Anderson, Marvin A.—Iowa State University, Ames, Ia.
Ansel, James O.—Western Michigan University, Kalamazoo, Mich.
Aylesworth, Phillip F.—Federal Extension Service, Washington, D. C.
Baker, Harold R.—University of Saskatchewan, Saskatoon, Sask., Can.
Baldwin, Robert D.—West Virginia University, Morgantown, W. Va.
Bangham, Miss Edith—University Hospitals, Madison, Wisc.
Bennett, W. H.—Utah State University, Logan, Utah
Berkland, Orville—American Lutheran Church, Brandon, S. D.
Bertrand, A. L.—Louisiana State University, Baton Rouge, La.
Bivens, John A. Jr.—Delaware State Planning Office, Dover, Dela.
Blalock, Miss Madge—North Carolina State Library, Raleigh, N. C.
Blank, Rev. Fred S.—Lutheran Church in America, Philadelphia, Pa.
Bonser, Howard J.—Pennsylvania State University, University Park, Pa.
Bose, Anil Numar—AID, Young Farmer's Association, Calcutta, West Bengal, India
Brake, W. J.—The National Grange, Haslett, Mich.
Bryan, Mrs. Kendall—Girl Scouts, USA, Circleville, Ohio
Buck, Roy C.—Pennsylvania State University, University Park, Pa.
Bunge, Harry—American Lutheran Church, Lincoln, Nebr.
Camp, W. B.—Farmer, Bakersfield, Calif.
Carr, Rev. James M.—Presbyterian Church in USA, Atlanta, Ga.
Cassidy, Rev. Hugh P.—National Catholic Rural Life Conference, Franklin, Ill.
Christenson, Arthur—American Lutheran Church, Minneapolis, Minn.
Claar, J. B.—University of Illinois, Urbana, Ill.
Clark, Miss Lois M.—National Education Association, Washington, D. C.
Cook, H. Wallace, Jr.—Farmer, Elkton, Md.
Cooper, William C.—North Carolina State University, Greensboro, N. C.
Cowden, Mrs. Howard A.—Housewife, Kansas City, Mo.
Crusie, Austin David—Lyndon, Ohio
Curry, Mrs. E. D.—Housewife, Fairmont, W. Va.
Downey, Mylo S.—Federal Extension Service, Washington, D. C.
Ehrman, Rev. Raymond—American Lutheran Church, Alvord, Ia.
Ekola, Rev. Giles C.—National Lutheran Council, Chicago, Ill.
Flickinger, B. Floyd—Institute of Allegheny Life and Culture, Baltimore, Md.
Fox, Glenn S.—Farmers Union Cooperative, Kansas City, Mo.
Franseth, Miss Jane—Office of Education, Washington, D. C.
Frerichs, Rev. Robert T.—American Baptist Convention, Green Lake, Wisc.

Gray, Wm. Paul—Future Farmers of America, Washington, D. C.
Green, Jesus Gonzales—AID, Sevilla, Spain
Hanke, Rev. S. A.—United Presbyterian Church, Sargent, Nebr.
Herrboldt, Miss Irma—National Lutheran Council, Chicago, Ill.
Hildreth, R. J.—Farm Foundation, Chicago, Ill.
Hoiberg, Otto G.—University of Nebraska, Lincoln, Nebr.
Holter, Edward F.—University of Maryland, College Park, Md.
Huff, Miss Judith—Federal Extension Service, Washington, D. C.
Humphreys, Miss Gertrude—West Virginia University, Morgantown, W. Va.
Husfloen, Richard L.—American Lutheran Church, Minneapolis, Minn.
Jehlik, Paul J.—U. S. Department of Agriculture, Washington, D. C.
Johnson, A. A.—New York State College of Agriculture, Ithaca, N. Y.
Johnson, Floyd M.—American Lutheran Church, Fargo, N. D.
Johnson, Paul C.—*Prairie Farmer,* Chicago, Ill.
Johnston, Wendell W.—American Lutheran Church, Bismarck, N. D.
Jones, Rev. Roy E.—American Baptist Convention, Coraopolis, Pa.
Kaufman, Harold F.—Mississippi State University, State College, Miss.
Kiley, Edward W.—National Rural Electric Cooperative Assoc., Washington, D. C.
King, Rufus B.—Rural Life Association, North Manchester, Ind.
Kleckner, Clarence W.—Insurance and Tax Service, Rockford, Ill.
Lebold, Rev. Keene R.—Ecumenical Center of Renewal & Planning, Merom, Ind.
Lewis, Rev. L. Floyd—Lutheran Church in America, Bellevue, Wash.
Lindstrom, David E.—University of Illinois, Urbana, Ill.
Logan, Rev. Calvin J.—United Presbyterian Church USA, Waukesha, Wisc.
Magruder, John W.—University of Maryland, College Park, Md.
Manny, Mrs. Theo. B.—U. S. Department of Agriculture, Washington, D. C.
Matthews, Rev. John—United Presbyterian Church, USA, New York, N. Y.
Maurer, Rev. B. B.—Lutheran Church in America, Chicago, Ill.
McCanna, Rev. Henry A.—National Council of Churches, New York, N. Y.
McIntire, Clifford G.—American Farm Bureau Federation, Chicago, Ill.
Meisner, Joseph C.—Graduate Student, Washington University, St. Louis, Mo.
Meyer, Rev. Louis P.—Church of God, Anderson, Ind.
Miller, Roy D.—United Theological Seminary, Dayton, Ohio
Moomaw, I. W.—Viet Nam Christian Service, Saigon, Viet Nam
Morrison, R. D.—Alabama A. & M. College, Normal, Ala.
Mosher, M. L.—Retired, Agricultural Extension, Grinnell, Ia.
Mueller, Rev. E. W.—National Lutheran Council, Chicago, Ill.
Mullen, Robert V.—Sears Roebuck Foundation, Chicago, Ill.
Murray, Rev. Christopher—Roman Catholic Church, Lawrenceburg, Tenn.

Nelson, Miss Emmie—National 4-H Service Committee, Inc., Chicago, Ill.

Niederfrank, E. J.—Federal Extension Service, Washington, D. C.

Nesius, Ernest J.—West Virginia University, Morgantown, W. Va.

Pepper, Rev. Clayton A.—Baptist Church, Bradford, R. I.

Prendergast, Joseph—National Recreation and Park Assoc., New York, N. Y.

Rau, E. W.—American Lutheran Church, Willmar, Minn.

Reynolds, Dana D.—International Development Consultant, Washington, D. C.

Robinson, Wm. McKinley—Western Michigan University, Kalamazoo, Mich.

Rossiter, V. E., Sr.—Banker, Hartington, Nebr.

Ryter, René A.—Agricultural Missions, Inc., New York, N. Y.

Schnucker, Rev. Calvin—Dubuque Theological Seminary, Dubuque, Ia.

Schweitzer, H. J.—University of Illinois, Urbana, Ill.

Schneider, Eugene F.—International Harvester Co., Evanston, Ill.

Search, Rev. George L.—Lutheran Church in America, Axtell, Kan.

Sills, Rev. Horace S.—United Church of Christ, Lancaster, Pa.

Skinner, Rev. Stanley E.—Syracuse, N. Y.

Smith, Mervin G.—Ohio State University, Columbus, Ohio

Southwell, Garth A.—AID, St. Georges, Grenada, West Indies

Stacy, Wm. H.—Iowa State University, Ames, Ia.

Stern, J. Kenneth—American Institute of Cooperation, Washington, D. C.

Stewart, M. C.—Farmer, Homer City, Pa.

Stucky, W. G.—Center for Agricultural & Economic Development, Ames, Ia.

Swanton, Mrs. Irene—Teacher, Madison, Wisc.

Swanton, Milo K.—Farmer, Madison, Wisc.

Taylor, Carl C.—Retired Sociologist, Arlington, Va.

Taylor, G. W.—Tuskegee Institute, Tuskegee, Ala.

Tjaden, Rev. George K.—Minnesota Council of Churches, Minneapolis, Minn.

Tootell, Robert B.—Farm Credit Administration, Washington, D. C.

Tozer, Rev. Martin L.—Lutheran Church in America, Harrisburg, Pa.

Trelogan, Harry C.—U. S. Department of Agriculture, Washington, D. C.

Voorhis, H. Jerry—Cooperative League of USA, Chicago, Ill.

Wakeley, Ray E.—Southern Illinois University, Carbondale, Ill.

Warren, Miss Gertrude—Retired USDA, Washington, D. C.

Washburn, W. Wyan—Medical Doctor, Boiling Springs, N. C.

Watson, Jake—Beckville Independent School District, Beckville, Tex.

Wieting, C. M.—Ohio Farm Bureau Federation, Columbus, Ohio

Wilcox, Robert W.—The Ford Foundation, New Delhi, India

Wileden, A. F.—University of Wisconsin, Madison, Wisc.

Wolters, Rev. Gilbert—St. Benedicts Abbey, Atchison, Kan.

Yarian, Rev. Willis A.—American Lutheran Church, Golden, Ill.

Yohe, Ralph S.—*Wisconsin Agriculturist,* Racine, Wisc.
Merom Institute, Merom, Ind.

ORGANIZATIONAL MEMBERSHIP

American Farm Bureau Federation, Roger Fleming—Chicago, Ill.
American Medical Association Council on Rural Health, Bond L. Bible—Chicago, Ill.
Brotherhood of the American Lutheran Church, A. E. Doerring—Minneapolis, Minn.
Boy Scouts of America Rural Relationships Service, Edgar W. Wolfe—New Brunswick, N. J.
Cooperative League of the USA—Chicago, Ill.
Country Beautiful, Rev. Michael P. Dineen—Waukesha, Wisc.
Farm Foundation—Chicago, Ill.
National Catholic Rural Life Conference, Msgr. E. W. O'Rourke—Des Moines, Ia.
National Education Association Department of Rural Education, F. M. Isenberg—Washington, D. C.
National Lutheran Council Church in Town and Country—Chicago, Ill.
The National Grange—Washington, D. C.
United Christian Missionary Society, Disciples of Christ, Rev. Max E. Glenn—Indianapolis, Ind.
United Church of Christ Church in Town and Country, Rev. Serge Hummon—New York, N. Y.
YMCA, State of Michigan, John A. Less—Lansing, Mich.
Sears Roebuck Foundation—Chicago, Ill.

BUSINESS MEETINGS

MINUTES—BOARD OF DIRECTORS MEETING

November 29, 1965

The Board of Directors of the American Country Life Association Inc. met Nov. 29, 1965, in Chicago, Ill. The meeting was called to order by Miss Gertrude Humphreys, president. Present were: Lois M. Clark, Gertrude Humphreys, R. J. Hildreth, Paul C. Johnson, E. W. Mueller, J. Kenneth Stern, W. G. Stucky, Milo K. Swanton, A. F. Wileden, Edgar W. Wolfe.

The minutes of the July board meeting were not read, but the secretary was asked to identify main points. It was voted to accept the minutes as mailed and as modified. The secretary reminded the Board that while a report by the Committee on a Commission on Country Life was received at the July meeting, no action was taken, since the chairman of the committee, Paul Johnson, had not been present. Mr. Johnson briefly discussed the report he had prepared for the July Board meeting. IT WAS VOTED to accept the committee report and to disband the Committee on a Commission on Country Life.

The president asked for a report from the treasurer. IT WAS VOTED to receive the treasurer's report.

The secretary reported that as of November the membership was: 126 individual; 1 local; 15 organizational. He reported that activities included a mailing done for the Committee on Sharing of Literature, thank you letters to program personnel, and getting the copy ready for the proceedings. The secretary stated that the proceedings were about ready to be mailed.

President Humphreys reported that she had made the following committee appointments: **Executive Committee**—E. W. Aiton, R. J. Hildreth, Paul C. Johnson, E. W. Mueller, J. Kenneth Stern, Milo K. Swanton. **Program Commitee**—R. J. Hildreth, chairman, E. W. Aiton, Bond Bible, E. W. Mueller, W. G. Stucky. **Sharing Literature**—A. F. Wileden, chairman, R. T. Frerichs, Milo K. Swanton. **Nominating Committee**—Milo K. Swanton, chairman, Joseph Ackerman, Hugh P. Cassidy, Irma Herrboldt, Maurice Wieting. **Finance Committee**—E. W. Mueller, chairman, R. J. Hildreth, Paul C. Johnson. **Citation Committee:** Lois M. Clark, chairman, Wm. Paul Gray, Edgar Wolfe.

Miss Humphreys announced that the annual conference would be held at the Center of Adult Education, University of Maryland, College Park, Md., July 12-13, 1966. She stated that in line with the board action at the July meeting a consultation seminar was held Sept. 23-24 in Chicago.

The secretary presented the report of the consultation seminar held in Chicago. The report was thoroughly discussed and a number of additions and revisions were made. IT WAS VOTED to accept the report of the special consultation seminar, with the revisions and additions. (See Exhibit A.)

Report of the **Finance Committee:** The committee reported that the treasurer's report indicates that the ACLA will have a deficit when all the bills for 1965 are paid. However, the committee felt that money is not the basic problem. The problem is, What is the ACLA going to do in the future? It was decided that even with the deficit an annual conference should be planned for 1966. It was felt that if we are confident that ACLA has a basic job to do and if we can state this assignment in a concrete, realistic way, it will be possible to fund ACLA so that it can carry on the assignment it sets for itself. This discussion indicated that board members favored taking forthright action as to ACLA's future role. IT WAS VOTED that the president appoint a Task Force and that this Task Force report at the July board meeting. The assignment given was: To prepare a proposal that outlines a role for the emergence of local communities which will be able to provide a meaningful life for their people.

Program Committee: The committee presented three alternative program themes: rural leadership, increasing the size of the rural community, education into action. In connection with this discussion the following items were mentioned or discussed: Obsolescence of social and political institutions in rural areas; nature of leadership; vertical and horizontal dialogue; functional economic areas; leadership education; lack of information on small towns; what is needed to make a good community; need to involve people who live in rural America rather than people who study conditions in rural America. IT WAS VOTED that the committee report be accepted and that further development of the program be left to the committee, in consultation with the president and the secretary. It was suggested that President Humphreys write a letter to the president of the Rural Youth of the USA organization, inviting them to send representation to the annual conference; that a special letter be written to social scientists, inviting them to the conference.

Sharing Literature Committee: Mr. Wileden reported that a mailing would be sent to the membership sometime in January, 1966.

It was suggested to the Nominating Committee that perhaps younger persons might be considered to serve on the board of directors.

IT WAS VOTED that the next board meeting be held on July 11, 1966, 7:30 p.m., Center of Adult Education, University of Maryland, College Park.

The meeting was adjourned.

Respectfully submitted,

E. W. Mueller, Secretary

EXHIBIT A—REPORT ON CONSULTATION MEETING

Sept. 23-24, 1965, Chicago, Ill.

PURPOSE

The seminar was arranged on the basis of action taken by the Board of Directors at the annual meeting in July, 1965. The purpose was to make a careful appraisal of the future development of ACLA, occasioned by Mr. G. B. Gunlogson's presentation at the annual meeting.

ATTENDANCE

ACLA Board members present were: Miss Gertrude Humphreys, West Virginia University; R. J. Hildreth, Farm Foundation; E. W. Mueller, National Lutheran Council; Bond L. Bible, American Medical Association; Hugh P. Cassidy, National Catholic Rural Life Conference; Paul C. Johnson, Prairie Farmer; Milo K. Swanton, Wisconsin 4-H Club Foundation; A. F. Wileden, University of Wisconsin.

Guests present were: Joseph Ackerman, Farm Foundation; Giles C. Ekola, National Lutheran Council; G. B. Gunlogson, Agricultural Engineer; L. A. Hapgood, Kiwanis International; Burton Kreitlow, Dept. of Rural Education, NEA; Peter E. May, Cooperative Livestock Sales Assoc.; Paul A. Miller, West Virginia University; H. J. Schweitzer, University of Illinois; Frank Zeidler, Consultant in urban and rural development.

Letters were received from: E. W. Aiton, University of Maryland; Roy C. Buck, Pennsylvania State University; Eber Eldridge, Iowa State University; R. T. Frerichs, American Baptist Convention; Herb Karner, Tulsa Daily World; W. G. Stucky, Iowa State University.

SUMMARY OF COMMENTS BY LETTER OR DURING EVENING CONSULTATION

1. Whatever the nature of the new structure, it would need to have enough economic resources to maintain an office and employ fulltime staff. We can no longer depend on voluntary help to do the job which needs to be done. The task which needs to be done is largely in the area of education that will help people at the community level to make necessary adjustments and to initiate intelligent action.

2. The new structure undertaking this assignment should work with existing resources such as

a) Farm Foundation.
b) Center for Agricultural Adjustment in Iowa.
c) North Carolina Policy Institute.
d) RAD or total resource development—in whatever way it is being developed by the various land-grant universities.
e) County and multi-county planners employed by county government.
f) Soil and Water Conservation Districts.
g) State economic development agencies.

3. The new structure should have as its objective the development and dissemination of information:

a) By assisting people who are in commercial farming to make the massive necessary adjustments in agriculture. The objective would be a family farm that provides full employment (consequently good income) to the farm family. The objective is to develop farms that provide sufficient resources of capital and land to produce high value productivity from the farm labor and management, using the latest of technological innovations.

b) By encouraging people to adjust their convenience centers (retail businesses) to the changing economic base in order that rural people may have access to necessary services.

c) By helping people to adjust their institutions (schools, churches, local government) in such a manner that they provide a high quality service at a justifiable cost.

d) By stimulating individuals and groups to develop alternative ways of expanding the economic base. For example, communities should be provided an evaluation of the probability of success of new industry or other nonfarm activity. Many do not realize the great amounts of nonfarm investment necessary to continuously offset declining farm employment. Certain services, facilities, and attitudes are necessary in the rural areas to enhance the probability of expanding the economic base.

e) By appraising individuals and groups of the economic fact that it is not necessary to make a choice between adjustment and expanding the base. Both of these courses can be pursued at the same time without conflict. Even a rural community successful in securing a new industry has a great deal of adjustment to accomplish.

f) By exploring ways to make living in the countryside more desirable. In addition to strengthening the economy this calls for the improvement of the quality of community services and cultural life. We must come to grips with the problem of scatteration of small towns (the need of regrouping). And we must make a careful analysis of the economic and political patterns which are destroying communities in the countryside.

The direction in which small towns and the countryside move is determined by the daily decisions that people make as individuals and as members of the organizations and institutions. It is of prime importance that people living in the countryside:

1. Have access to adequate information and have opportunity to discuss the implications with each other.
2. Consult with resource persons who have special knowledge.
3. Have local leaders who are alert and have a capacity to see beyond their local situation and relate to the larger community.
4. Have a social structure that cuts across the many organizations to which people in the countryside belong and that brings people into dialogue with each other on an area basis. This approach must involve people who are related to farming, business, local industry, and community services.

REPORT OF THE SPECIAL COMMITTEE

The President named a committee and instructed it to prepare, on the basis of letters received and the evening's discussion, a concise statement that might serve as the basis of the consultation the next morning.

Dr. Paul Miller made a verbal report in which he set forth three principles:

1. ACLA is a voluntary private organization in our society which was proposed to be a kind of pivot of rallying for all kinds of groups in rural life. It spans two-thirds of a century. It has had the support of key people who are interested in helping the countryside and small towns to develop as quality living areas. It brings together many different disciplines. There was a time when it was much more active than it is today. It had a full-time staff during its early history.
2. The Farm Foundation has an enviable record of working in the interest of agricultural and rural communities. There are other foundations who make contributions to rural life but the Farm Foundation is the only national foundation in this country which has single responsibility of doing something significant in the area of agriculture and rural life.
3. One of the central issues of rural life is really one of scale. The problems we face in rural America are not new. They are similar to those we faced in the past. The difference is a matter of scale. If the problems are to be met we need to enlist more resources and coordinate existing resources. This will mean the employment of staff that can devote full time to achieving greater coordination.

Mr. Gunlogson gave his reaction to Dr. Miller's statement and shared with the group his evaluation of the current situation in the countryside. This is set forth in detail in his position paper entitled, **Underdeveloped Land Economy—New Challenge in Engineering.** (Copies available from Mr. Gunlogson, 610 Wisconsin Avenue, Racine, Wisconsin.)

CONSENSUS

The consensus of the group was that the time is ripe for a renewed effort by ACLA and the Farm Foundation to focus on the problems of the countryside. We must also be sensitive to the growing problems of congested metropolitan areas and their need for growing space and decentralization.

The ACLA Farm Foundation approach seems to have a great deal of merit since it should be able to capitalize upon the reputation each has in its ability to work with land-grant universities, farm organizations, church bodies, government agencies, and civic and business groups. All of these have had unique difficulties of their own in dealing with the problems of rural development; there is a need for liaison and dialogue between them all. A full-time staff person employed by ACLA could perform this intermediary function and work in educational and action programs.

The working relationship between the Farm Foundation and ACLA might take one of the following forms:

1. A complete merger of the two into one organization. This would probably necessitate some considerable changes in both groups.
2. A close cooperative working relationship between the two groups, but each functioning as an independent group. Under this plan the headquarters might be with the Farm Foundation and the Foundation would take care of the financing. The special role of ACLA would be to work with voluntary groups and with local community groups.
3. ACLA to continue as a completely separate group as at present, with the finances handled by the Farm Foundation through special grants provided to it for the purpose. This would really mean shifting the office of the ACLA to the Farm Foundation. With increased financial support it would be possible to carry on a greatly expanded program and employ staff.
4. ACLA to continue as at present. It would need increased financial support, and if this were substantial it would entail the setting up of a foundation to handle the funds. This, too, should make possible a greatly expanded program, with staff.

ACTION TAKEN

The President appointed E. W. Mueller, chairman, R. J. Hildreth, and Paul C. Johnson as a committee of three and gave them the following assignment:

1. To meet with Mr. Gunlogson to find if he is interested in "linking up" with ACLA and the Farm Foundation to the extent of providing funds annually for a well-qualified staff member who would devote full time to the work of ACLA.
2. If the desired results are not achieved with Mr. Gunlogson to explore other possible sources of funds—foundations, wealthy individuals, or any legitimate resources.

—E. W. Mueller, Secretary

MINUTES—BOARD OF DIRECTORS MEETING

July 11 and 12, 1966

The Board of Directors of the American Country Life Association, Inc., met July 11 and 12, 1966, at the Center of Adult Education, University of Maryland, College Park. The meeting was called to order by Miss Gertrude Humphreys, president.

Present were: E. W. Aiton, Bond L. Bible, Mrs. Kendall Bryan, Miss Lois Clark, R. T. Frerichs, R. J. Hildreth, Serge Hummon, Miss Gertrude Humphreys, Paul C. Johnson, E. W. Mueller, J. Kenneth Stern, W. G. Stucky, Milo K. Swanton, A. F. Wileden, Edgar W. Wolfe. Guests were Herbert Fledderjohn for H. Jerry Voorhis, Roy C. Buck, and Burton W. Kreitlow.

IT WAS VOTED to accept the minutes of the Nov. 29, 1965, board meeting as mailed. IT WAS VOTED to receive the treasurer's report as prepared for the annual meeting.

The secretary presented a report on past proceedings. He indicated that there is an inventory on hand and a problem of storage. He asked for a discussion on how the proceedings might be distributed. It was suggested that Phillip Aylesworth be asked to include in his general mailing a listing of the proceedings available. It was suggested that the 1943 and 1944 proceedings be discarded. It was suggested that the help of the board be enlisted in giving back proceedings to persons who have use for them.

Program Committee Report. Copies of the program were distributed. There were no changes other than a more complete listing of the program personnel. Appreciation was expressed to R. J. Hildreth and his committee for the program planned.

Sharing of Materials Committee. A. F. Wileden, chairman, presented the report. He stated that his committee followed the procedure previously used but raised the following questions: (1) How about including material other than that submitted by members? (2) How about including books? (3) How about a centralized loan service? IT WAS VOTED that books be listed and that additional materials be added by the committee; that instead of establishing a centralized loan service, visibility be given to such services as are in operation. An example is the book loan service supplied by the Rural Church Center, Green Lake, Wisc.

Citation Committee. Miss Lois Clark, chairman, reported that her committee had done its work and that she had no further announcement to make at the time. (Citations were later presented to A. F. Wileden and Herschel Newsom.)

Nominations Committee. Milo K. Swanton, chairman, reported that his committee would recommend to the annual meeting that all board members whose term was expiring be re-elected for a three-year term. The board was urged to submit names of potential candidates for the Board of Directors to the nominations committee early in the year. It was stressed that we need to think in terms of nominating younger persons to the board. It was suggested that the date of term expiration of each board member be noted on the letterhead.

Finance Committee. Paul C. Johnson, member of the committee, stated that the committee had been successful in securing a grant of $1,500 from the Sears Roebuck Foundation and that the Farm Foundation had contributed $600. This report was received with appreciation expressed to the Sears Roebuck Foundation and to the Farm Foundation.

President Humphreys asked E. W. Mueller, chairman, to present the report to the Task Force. He gave a review of the efforts which led up to the appointment of the Task Force.

1. Last year Mr. G. B. Gunlogson, an agricultural engineer from Racine, Wisc., presented to the Board of Directors a position paper, "A Better Future for the Countryside Can be Invented."

2. While there seemed no way for ACLA to work directly with Mr. Gunlogson, it did result in ACLA arranging for a consultation seminar that dealt with the future role of ACLA. (Report attached as Exhibit A to Nov. 29, 1965, Board of Directors minutes.)

3. The consultation seminar was held on Sept. 23-24, 1965, in Chicago. On the basis of this consultation and of comments received from persons invited but who could not attend, a report was submitted to the Board at its Nov. 29, 1965, meeting. This report emphasized the contribution ACLA has been making; identified some of the deficiencies that exist in the countryside; concluded that we need a social structure which cuts across the many organizations to which people in the countryside belong and which brings people in the countryside into dialogue with each other on an area basis; focused attention on a central issue in rural life, namely, the issue of scale. The seminar felt that the problems we face in rural America are not new. They are similar to those we faced in the past. The difference is a matter of scale. If the problems are to be met, we need to enlist more resources and coordinate existing resources. This will mean the employment of staff that can devote full time to achieving greater coordination.

4. In response to this report the board asked the President to appoint a Task Force and asked it to present a definite proposal to the board meeting on July 11, 1966.

THE REPORT OF THE TASK FORCE

The Task Force was asked to prepare a proposal that outlines a role for the American Country Life Association in facilitating the emergence of local communities which will be able to provide a meaningful life for their people.

There are many deficiencies in the countryside, and they hinder the development of quality communities. The following is a partial list: (1) Infrequent individual contact for stimulation of change. (2) Improper use of media of communications to stimulate progress. (3) Lack of an adequate economic base in agriculture, industry, manufacturing, or recreation. (4) Lack of medical and health services. (5) Lack of vocational or academic training in sufficient quantity and quality. (6) Inadequate local government structure and procedures, especially in county government. (7) Political feudalism of one power group or individual.

Suggestions. There are many things which a catalytic agent-type organization can do or get others to do.

(1) Request studies to determine optimum sizes of population concentrations and the minimum population which can support adequate services. Wherever people live they must have a meaningful life and the countryside itself must be one of beauty, utility, and quality: hence the objective of a quality countryside.

(2) Ascertain what deficiencies exist in rural life in various sections of the nation, e.g., lack of critical numbers to provide for pro-

gressive interaction of civilization, lack of health and educational services, lack of communication, isolation of individual families.

(3) Seek ways to improve more effective functioning of local government.

(4) Support creativity and new methods in arriving at the principle of bringing the countryside closer to the city. For example, study the creation of linear and/or star-shaped cities.

(5) Call for studies and debates on the advisability of the development of a national policy to retard excessive metropolitan concentration. Elements of the policy to be studied might include: (a) Ordinary land use zoning under regional, state, or federal auspices. (b) Dispersal for defense reasons. (c) Encouragement and incentives for industrial dispersal. (d) Development of new communities in conjunction with regional, state, or national planned development.

(6) Encourage research on community life in less favorable parts of the nation to determine how they can be made more attractive to life through architecture, engineering design, and social improvement.

(7) Study the advisability of the re-establishment of a United States Natural Resources Planning Board or some new organization to fulfill desired objectives in this area.

(8) Initiate pilot projects to demonstrate how various institutions, agencies, organizations, and other groups can be brought into horizontal dialogue relative to the development of the entire area.

(9) Arrange for educational programs for recognized leaders in an area for the purpose of increasing their capability of understanding their community problems, of adjusting to their social structure, and of developing new and creative programs.

(10) Conclusion: This is not a complete list. There are many other approaches and innovations which can be used to create a quality countryside.

Main Objective. The main objective of the suggested role for the American Country Life Association is to improve the form and performance of local government in order to provide adequate services to people living in the countryside.

If local government is improved in form and in ability to render services many of the problems in the countryside will disappear and desirable objectives will be achieved through the local action of a viable government and a responsible people. The proposal to change and improve local government reaches into a sensitive area but the issues of local government cannot be avoided. Efforts expended to improve local government in the rural areas will be richly rewarded by the improvement in the quality of life.

Conclusions. The Task Force concluded that:

(1) There are many institutions and organizations which are dedicated to the improvement of quality life in the countryside.

(2) There is a need to coordinate the efforts of all the concerned institutions and organizations at a county or multi-county level.

(3) There seems to be no single institution which is able to initiate or stimulate a coordinated creative program in the development of the countryside.

(4) There are many viable ideas for developing a countryside. They are latent in the ACLA, in other institutions, and among other people.

(5) The ACLA, with staff, could assume the role of acting as a catalytic agent and give visibility to these latent ideas and encourage existing groups and institutions better funded than ACLA to develop

individual and jointly sponsored creative programs. It could: (a) Convene resource persons from existing institutions to uncover latent and new ideas for developing excellency in living in the countryside. (b) Act as a catalyst and a stimulant for developing these ideas into creative programs while the actual innovation of new programs in country life would be left to existing and better funded agencies. (c) Make definite research project assignments to interested and adequately funded institutions. (d) Stimulate universities, foundations, public institutions, private agencies, and others to undertake some of the studies and innovations leading to the development of quality American countryside. (e) Encourage large organizations working in the countryside to engage in activities of their own for the improvement of the countryside. (f) Uncover the ideas of the others and act as a communicator of these ideas in order to achieve desired objectives.

National Office. In order to implement these suggestions ACLA will need to maintain a small national office with a director, an assistant director, and sufficient administrative and clerical personnel to support the program.

Source of Funds. It is suggested that foundations, public agencies, universities, private agencies, farm groups, and others be approached for funds to initiate and continue this project for a period of not less than five years in order to give the program a proper period of testing.

Proposal. The Task Force recommends that the American Country Life Association, Inc., seek to secure funds to employ a small, but full-time staff, in order that the American Country Life Association, Inc., can act as a catalytic agent in the establishment of a **Quality Countryside.** A specific objective of this staff should be to improve the form and performance of local government, to provide adequate services in the rural and country areas of the nation, and to build positive relationships between local and larger political units.

Respectfully submitted,
E. W. Mueller, chairman
R. J. Hildreth
B. W. Kreitlow
H. J. Schweitzer
W. G. Stucky
F. P. Zeidler

The reaction to the report, in principle, was favorable. Questioned was the statement: "The main objective of the suggested role for the ACLA is to improve the form and performance of local government in order to provide adequate services to people living in the countryside."

It was felt that this would give the ACLA too limited an objective. The Task Force recognized this as a valid criticism and added that it is not the intent of the Task Force to omit the other objectives of ACLA. In the interest of securing funding for the ACLA the Task Force felt the need of having a specific objective of identifying visible need in which there is current interest, that no organization is making an effort to meet, and that ACLA could meet.

The Task Force Proposal. The Task Force recommends that the American Country Life Association, Inc., seek to secure funds to employ a small but full-time staff in order that ACLA can act as a catalytic agent in the establishment of a **Quality Countryside.** A specific objective of this staff should be to improve the form and performance of local government, to provide adequate services in the rural and country areas of the nation, and to build positive relationships between local and larger political units.

Assuming that the report would be accepted at the annual meeting the Task Force was asked, on the basis of its report, to write up a proposal that can be presented to a foundation in the interest of securing adequate funding so that ACLA will be able to employ staff as called for in the above proposal and develop and carry out a four to five-year project in keeping with the intent of the proposal submitted. It was further suggested that the Task Force seek the counsel of staff persons from the Sears Roebuck Foundation, since they have been our main financial support.

IT WAS VOTED that we receive the proposal presented by the Task Force as a progress report and commend the work the Task Force has done; that we approve in principle the recommendation outlined in the report; that we present the proposal to the ACLA membership at the business meeting on July 12; that if the membership accepts the proposal we suggest to the Task Force that it proceed as rapidly as possible in the completion of its assignment.

The nominations committee recommended the following as officers for 1966-67, to be elected for one year: Miss Gertrude Humphreys, president; Dr. R. J. Hildreth, vice-president; Dr. E. W. Mueller, secretary-treasurer. IT WAS VOTED that the secretary be asked to cast a unanimous ballot.

Future Meetings. IT WAS VOTED to hold the next Board of Directors meeting in Chicago, Nov. 28, 1966, 10 a.m. to 4 p.m., R. J. Hildreth and E. W. Mueller to find place. The time for the 1967 conference was set for July 10, Board of Directors meeting, and July 11 and 12, annual conference. The place of the conference and the theme are to be decided by the executive committee. It was suggested that the president appoint a publicity committee.

IT WAS VOTED to adjourn.

Respectfully submitted,

E. W. Mueller, Secretary

MINUTES—ANNUAL MEETING

July 12, 1966

The annual meeting of the Amercian Country Life Association, Inc., was called to order by President Gertrude Humphreys, Center of Adult Education, University of Maryland, College Park, Md., 5 p.m., July 12, 1966.

The minutes of the July 14, 1965, meeting were accepted as printed in the proceedings of the 44th annual conference. The president asked the treasurer to present his report. IT WAS VOTED to accept the report as presented.

Finance Committee. In reporting for this committee, Dr. Mueller commented that the ACLA needs approximately $2,200 to carry out its current program. Not enough money comes from memberships or from sale of proceedings to equal this amount. It, therefore, is necessary for ACLA to receive a grant from other sources. This is why ACLA is finding it necessary to think in terms of a more extended program. Foundations are not interested in becoming involved in limited programs. Attention was called to the fact that during the current year ACLA had received a grant of $1,500 from Sears Roebuck Foundation and a grant of $600 from the Farm Foundation. These gifts were doubly welcome because ACLA did not have enough money last year to pay for the proceedings. Because of the money in the treasury at present we will be able to proceed immediately to have the proceedings of this year's conference published.

Nominating Committee. Milo K. Swanton, chairman, recommended the following persons for a three-year term on the Board of Directors: Gertrude Humphreys, R. J. Hildreth, E. W. Aiton, Mrs. Kendall Bryan, Roger Fleming, Serge Hummon, Richard Morrison, J. Kenneth Stern, H. Jerry Voorhis. IT WAS VOTED to accept the report of the nominating committee as presented and to ask the secretary to cast a unanimous ballot.

Sharing of Materials Committee. A. F. Wileden, chairman, reported that the Board of Directors had taken the following action on the suggestions of his committee: The board voted that books be listed and that additional materials might be added by the committee and that instead of establishing a central loan service visibility be given to such services as are in operation. Mr. Wileden urged the membership to send to the secretary's office materials and names of books to be included in this listing. IT WAS VOTED to accept the report.

Task Force Report. The Task Force had been asked to report to the Board of Directors, which it did on July 11. Because the report concerned the future of the ACLA activity, the Task Force felt it should share its report with all ACLA members so that they would have opportunity to give the matter thought. This had been done with the assumption that the Board of Directors would be accepting the report and would be presenting it to the annual meeting. Since all members had received a copy of the report of the Task Force, it was not read. However, the action of the board on the preceding day was reported as follows: VOTED that we receive the proposal presented by the Task Force as a progress report and commend the work done; that we approve in principle the recommendation outlined in the report of the Task Force; that we present the proposal to the ACLA membership at the business meeting on Tuesday afternoon; that if the membership accepts the proposal we suggest to the Task Force that it proceed as rapidly as possible in the completion of its assignment.

The membership was reminded that ACLA is still committed to the nine objectives outlined in its bylaws. In keeping with these objectives it is being proposed that we concentrate on improving the form and performance of local government. The ACLA will continue to function as a forum and catalytic agent. To do this more effectively the proposal under consideration calls for staff that will be able to give full time to helping ACLA to fulfill that role. IT WAS VOTED to confirm the action of the Board of Directors in respect to the Task Force report.

The president expressed appreciation in behalf of the ACLA to the program committee for the stimulating program. She also expressed appreciation to the people appearing on the program and asked that the chairman or secretary express the appreciation to program personnel by letter. Appreciation was also expressed to the Center of Adult Education, University of Maryland, for the use of the Center and for the fine services rendered by all.

The meeting was adjourned.

Respectfully submitted,

E. W. Mueller, Secretary

FINANCIAL STATEMENTS

TREASURER'S REPORT, DECEMBER 31, 1965

Balance on hand, January 1, 1965			$2,085.57
Receipts:			
Memberships—			
124 individual @ $5	$ 620.00		
1 local @ $5	5.00		
15 organizational @ $25	375.00		
		$1,000.00	
Proceedings sold		152.75	
Annual meeting registrations—70 @ $2		140.00	
1965 receipts			$1,292.75
TOTAL RECEIPTS			$3,378.32
Expenditures:			
Brunk Printing Service—envelopes			$ 17.90
Postmaster—stamps			200.00
College City Press—			
800 proceedings printed (1964)			900.00
partial payment on 1965 proceedings printed			600.00
Millar Publishing Co.—3,000 flyers printed			96.00
Acme Copy Corp.—			
general multilithing		$ 65.36	
invitations to annual conference		29.07	
programs for annual conference		49.35	
			143.78
Mime-o-shop—varityping			4.00
National Lutheran Council—			
postage		$ 21.31	
telephone		16.72	
supplies		12.37	
trucking to p.o.		14.00	
multilithing and photowork		78.15	
			142.55
Schwartz Picture Framing—lettering and framing citations			11.60
Irma Herrboldt—secretarial services 7/64-6/65			546.00
Annual meeting expenses—			
I. Herrboldt expenses		$ 113.13	
L. Suhm expenses		133.95	
Banquet comps		11.00	
Flowers for banquet		20.00	
			278.08
Authentic Recording—transcribing conference tapes			90.00
TOTAL EXPENDITURES			$3,029.91
Balance 12/31/65			348.41
			$3,378.32

Outstanding bills:

Miss Humphreys expenses	$ 168.00
Balance of 1965 proceedings	550.00
Secretarial services 7/65-12/65	291.00
	$1,009.00

TREASURER'S REPORT, JUNE 30, 1966

Balance on hand, January 1, 1966			$ 348.41
Receipts:			
Memberships—			
114 individual @ $5	$ 570.00		
1 individual @ $10	10.00		
1 local @ $5	5.00		
13 organizational @ $25	325.00		
		$ 910.00	
Proceedings sold		189.85	
Farm Foundation contribution		600.00	
Sears-Roebuck Foundation contribution		1,500.00	
1966 receipts			3,199.85
TOTAL RECEIPTS			$3,548.26
Expenditures:			
Postmaster—stamps			$ 150.00
College City Press—balance on 1965 proceedings			550.00
Acme Copy Corp.—			
General multilithing		$ 34.06	
Invitations for annual conference		29.40	
Programs		53.95	
			117.41
Mime-o-shop—varityping			4.50
National Lutheran Council—			
Printing		$ 61.95	
Telephone		6.80	
Postage		10.33	
Supplies		9.34	
			88.42
Gertrude Humphreys—travel expenses			167.58
Irma Herrboldt—secretarial services 7/65-6/66			567.00
TOTAL EXPENDITURES			$1,644.91
Balance 6/30/66			1,903.35
			$3,548.26